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Canada. Parliament. House of Commons.
Standing Committee on Broadcasting, films and
assistance to the arts.

Minutes of proceedings and evidence

1967-68

no 1-21

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament

1967

STANDING COMMITTEE

ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 1—21

THURSDAY, NOVEMBER 2, 1967

TUESDAY, NOVEMBER 14, 1967

Respecting Bill C-163,

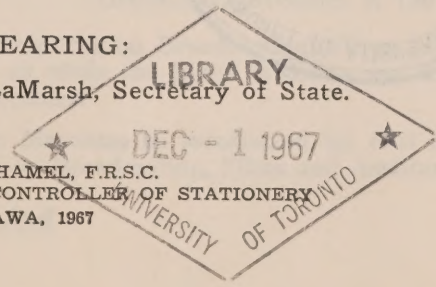
An Act to implement a broadcasting policy for Canada,
to amend the Radio Act in consequence thereof and to
enact other consequential and related provisions.

APPEARING:

The Honourable Judy LaMarsh, Secretary of State.

ROGER DUHAMEL, F.R.S.C.

QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967



STANDING COMMITTEE ON BROADCASTING, FILMS
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Béchard,	¹ Mr. Leboe,	Mr. Prittie,
Mr. Brand,	² Mr. Macaluso,	Mr. Régimbal,
Mr. Cowan,	Mr. MacDonald (<i>Prince</i>),	⁴ Mr. Reid,
Mr. Fairweather,	Mr. Macquarrie,	Mr. Richard,
Mr. Faulkner,	Mr. Mather,	Mr. Sherman,
² Mr. Goyer,	Mr. McCleave,	Mr. Simard,
Mr. Jamieson,	Mr. Nugent,	Mr. Stafford,
		Mr. Yanakis—24.

M. Slack,
Clerk of the Committee.

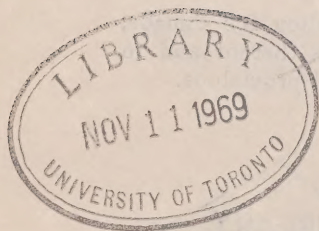
¹ Replaced Mr. Johnston on Wednesday, June 21, 1967.

² Replaced Mr. Prud'homme on Thursday, November 2, 1967.

³ Replaced Mr. Hymmen on Thursday, November 9, 1967.

⁴ Replaced Mr. Davis on Monday, November 13, 1967.

(Note: Mr. Laflamme replaced Mr. Pelletier on November 2, but was later replaced by Mr. Faulkner on November 13).



ORDERS OF REFERENCE

HOUSE OF COMMONS,
FRIDAY, May, 19, 1967.

Resolved,—That the following Members do compose the Standing Committee on Broadcasting, Films and Assistance to the Arts:

Messrs.

Béchar, d,	Johnston,	Prud'homme,
Berger,	MacDonald (<i>Prince</i>),	Régimbal,
Brand,	Macquarrie,	Richard,
Cowan,	Mather,	Sherman,
Davis,	McCleave,	Simard,
Fairweather,	Nugent,	Stafford,
Hymmen,	Pelletier,	Stanbury,
Jamieson,	Prittie,	Yanakis—(24).

WEDNESDAY, June 21, 1967.

Ordered,—That the name of Mr. Leboe be substituted for that of Mr. Johnston on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

THURSDAY, November 2, 1967.

Ordered,—That the names of Messrs. Laflamme and Goyer be substituted for those of Messrs. Pelletier and Prud'homme on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

WEDNESDAY, November 8, 1967.

Ordered,—That Bill C-163, An Act to implement a broadcasting policy for Canada, to amend the Radio Act in consequence thereof and to enact other consequential and related provisions, be referred to the Standing Committee on Broadcasting, Films and Assistance to the Arts.

THURSDAY, November 9, 1967.

Ordered,—That the Standing Committee on Broadcasting, Films and Assistance to the Arts be authorized to sit while the House is sitting and that its quorum be reduced from 13 to 10 members.

Ordered,—That the name of Mr. Macaluso be substituted for that of Mr. Hymmen on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

MONDAY, November 13, 1967.

Ordered,—That the names of Messrs. Reid and Faulkner be substituted for those of Messrs. Davis and Laflamme on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

Attest

ALISTAIR FRASER,
The Clerk of the House of Commons.

REPORT TO THE HOUSE

MONDAY, November 6, 1967.

The Standing Committee on Broadcasting, Films and Assistance to the Arts has the honour to present its

FIRST REPORT

Your Committee recommends:

1. That it be authorized to sit while the House is sitting.
2. That its quorum be reduced from 13 to 10 members.

Respectfully submitted,

ROBERT STANBURY,
Chairman.

(NOTE: *This Report was concurred in on Thursday, November 9.*)

MINUTES OF PROCEEDINGS

THURSDAY, November 2, 1967.

(1)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 10.40 a.m. for organization purposes.

Members present: Messrs. Béchard, Berger, Brand, Cowan, Fairweather, Hymmen, Mather, Nugent, Prittie, Régimbal, Richard, Sherman, Stafford, Stanbury, Yanakis (15).

The Clerk attending, and having called for nominations, Mr. Berger moved, seconded by Mr. Yanakis, that Mr. Stanbury be Chairman of the Committee.

Mr. Brand moved, seconded by Mr. Sherman, that Mr. Fairweather be Chairman of the Committee. After discussion, Mr. Fairweather declined the nomination.

Mr. Stanbury was declared elected as Chairman.

Mr. Stanbury thanked the Committee for the honour conferred on him.

On motion of Mr. Cowan, seconded by Mr. Sherman, Mr. Berger was elected as Vice-Chairman.

On motion of Mr. Prittie, seconded by Mr. Hymmen,

Resolved,—That a Subcommittee on Agenda and Procedure, composed of the Chairman and four members to be named by him, be appointed.

On motion of Mr. Prittie, seconded by Mr. Béchard,

Resolved,—That the Committee seek permission to sit while the House is sitting.

On motion of Mr. Régimbal, seconded by Mr. Yanakis,

Resolved,—That the Committee print 850 copies in English and 350 copies in French of its Minutes of Proceedings and Evidence relating to Bill C-163, An Act to implement a broadcasting policy for Canada.

On motion of Mr. Prittie, seconded by Mr. Brand,

Resolved,—That the Committee seek permission to reduce its quorum from 13 to 10 members.

At 11.10 a.m., the Committee adjourned to the call of the Chair.

TUESDAY, November 14, 1967.

(2)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 9.40 a.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Béchard, Berger, Cowan, Faulkner, Fairweather, Goyer, Jamieson, Leboe, Macaluso, MacDonald (*Prince*), Macquarrie, Mather, McCleave, Nugent, Prittie, Reid, Régimbal, Richard, Sherman, Stafford, Stanbury—(21).

Member also present: Mr. Whelan.

In attendance: The Honourable Judy LaMarsh, Secretary of State, and Mr. G. G. E. Steele, Under Secretary of State.

Also in attendance: Dr. P. M. Ollivier, Q.C., Parliamentary Counsel.

The Chairman announced the composition of the Subcommittee on Agenda and Procedure as follows: Messrs. Berger, Fairweather, Prittie, Simard and Stanbury.

The Chairman reported that the Steering Subcommittee recommended that the Main Committee sit on Tuesdays and Thursdays at 9.30 a.m. and 3.30 p.m. This recommendation was carried *on division*.

The Committee proceeded to the consideration of Bill C-163, An Act to implement a broadcasting policy for Canada, to amend the Radio Act in consequence thereof and to enact other consequential and related provisions.

The Chairman called Clause 1 of Bill C-163, and invited the Minister to make an opening statement.

Miss LaMarsh made a statement on Bill C-163, and was examined thereon.

The Minister tabled a copy (translation) of telegram of November 6, 1967, from The Association of Producers (C.B.C.) and a copy (translation) of her reply, dated November 9, 1967, copies of which were distributed to the members. The Committee agreed that this correspondence be printed in the Appendix to the Minutes of Proceedings and Evidence of this day (See *Appendix A*)

The examination of the Minister still continuing, at 11.00 a.m., the Committee adjourned until 3.30 p.m. this afternoon.

AFTERNOON SITTING

(3)

The Committee resumed at 3.55 p.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Béchard, Berger, Faulkner, Goyer, Jamieson, Leboe, Macaluso, Mather, McCleave, Nugent, Prittie, Reid, Richard, Stafford, Stanbury, Yanakis—(17).

Member also present: Mr. Grégoire.

In attendance: (Same as at morning sitting).

The Committee resumed consideration of Bill C-163 and the Minister was further examined and supplied additional information.

The Chairman advised that Miss LaMarsh would not be available on Tuesday, November 21, and the Committee agreed to consider clauses relating to amendments to the Radio Act on that date.

The examination of the Minister still continuing, at 5.35 p.m., the Committee adjourned until 9.30 a.m. on Thursday, November 16.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, November 14, 1967.

• (9:40 a.m.)

The Chairman: Gentlemen, we have a quorum.

I would like to announce that the composition of the Subcommittee on Agenda and Procedure will be as follows: Messrs. Berger, Fairweather, Prittie, Simard and Stanbury.

I bring to the attention of the Committee the report of the Steering Committee which met last week which reads: (*See Minutes of Proceedings*).

Mr. Cowan: I suggest sitting while the House is in session.

The Chairman: Is there any other comment? Is that agreed on division?

Agreed on division.

The Chairman: Before us this morning is Bill C-163 which has been referred to us by the House for consideration.

We have with us the Minister, the Honourable Judy LaMarsh, and her officials. I will call clause 1 of the Bill and ask the Minister if she would like to make a statement.

May I ask everyone, including the Minister, if they would please co-operate with the Committees Branch by using the microphones and trying to speak into them.

On Clause 1—*Short title*

Hon. Judy V. LaMarsh (Secretary of State of Canada): Mr. Chairman, may I say at the outset that I welcome this opportunity to appear again before this Committee, this time with respect to the new Broadcasting Act.

As I am sure all members are aware, the government found the Committee's report on the White Paper to be of very great value in considering the Bill. I am very hopeful that the same quality of consideration will be given and the same degree of helpfulness will be found in the Committee's report on Bill C-163.

I would like to make some comments, in what will be a relatively brief statement,

particularly on the aspects of the Bill that attracted some attention in the House and might not have been covered fully in the rather lengthy statement I made on Second Reading.

Events may not have proven this to be a warranted assumption, but I have to assume that the members of the Committee feel as they did in preparing their report on the White Paper, that they consider the principle of a public broadcasting system to be firmly established and to be, in general, well supported both within and without Parliament.

Having said that, I should like to comment with respect to the debate that took place in the House. It caused some distress to many in and outside the House in that, while it was a very thoroughgoing and wide-reaching debate, it seemed often to be a rather universal condemnation of an institution which I feel has done much in the country and has yet much to do.

Parliament represents the people whose institution this is. From time to time trustees are appointed who are to report to Parliament. It seems to me that in making the comments many did, particularly with respect to programming and with an apparent wide gulf between the Corporation as it presently operates and many of the people of Canada, we must be very careful not to throw out the baby with the bath water. That, in this statement at least, is all I propose to say with respect to the general debate.

However, I would like to refer to some of the points and comments made by some members, especially with respect to the mandate of the CBC as it is set out in Part I.

Mr. Prittie expressed a fear on second reading that the clause providing that the CBC shall, and I quote:

contribute to the development of national unity...

might lead to what he called an anti-separatist witch-hunt, particularly within Radio Canada. That, of course, is not a section designed for that purpose and I do not think

anyone wishes to encourage witch-hunts of any kind. But it is a very important clause in the legislation and perhaps I might be forgiven if I dwell on it for a moment.

It may be known that there appeared in the press a week or so ago a telegram to me from The Association of Producers of the CBC from Montreal. I thought the telegram was of sufficient importance that I have had copies of it prepared for members of the Committee in case they did not have it, together with a rather lengthy answer that I gave on this particular point. With the Chairman's permission those could be distributed to all members of the Committee and I would be happy to answer any questions at the conclusion of my remarks.

The Chairman: What is the wish of the Committee? Is it agreed that these be distributed?

Some hon. Members: Agreed.

The Chairman: These are in English and in French.

Miss LaMarsh: Yes. I might say that the original language of the telegram was in French and the answer was sent out in French.

The Committee worked very hard on the White Paper and the report, as I said, was taken very much to heart by the government in preparing the Bill, so perhaps I might draw some parallels between the report and the Bill as it appears now before the Committee.

Your report contains some 26 main recommendations. There were a number of others, and as the facilities of the Archives and the CBC commercial policy which are not dealt with in this legislation, but there are 26 points relevant to the legislation. Of the 26 we have adopted, I think you might fairly say, 20. Of the six which we did not adopt, five are just matters of detail such as the names of the two top CBC executives. This Committee had recommended that they should be entitled "Chairman" and "General Manager" and the Bill uses "President" and "Executive Vice-President".

• (9:50 a.m.)

Another point was the recommendation that there be established vice-presidents in charge of programming and production for the English network and for the French net-

work. In drafting the legislation the government felt that this was a matter of internal organization which should be left to an incoming Board of Directors.

Another point recommended by the Committee was a formal division of the Board of the CBC into English and French elements and the Bill now before the Committee leaves the Board free to set up subcommittees of this kind or any other as it sees fit.

This Committee recommended that there should be six part-time members of the Canadian Radio Commission and the Bill before you provides for ten part-time members.

Your report recommended that there be voting rights for part-time members of what is called in this Bill the Canadian Radio Commission. I think the implication is there that the part-time members should have full voting rights. The Bill before you provides that they have a full vote on policy regulations but not on licensing decisions.

I think I explained the reasons for taking these decisions in my speech introducing Second Reading. Of course, I would be happy to answer any questions on this point if the Committee so desires. However, I would like to limit myself at this point to the question of possible conflict between the Canadian Radio Commission and the Canadian Broadcasting Corporation because this is the only constructive matter on which your Committee report and the Bill differ. I refer to the question of arbitration of disputes between the regulatory board and the public operating corporation. In the Bill there are only two major sources of any such conflict and you will find those at section 17, which deals with conditions of licences, and section 24, which deals with alleged violation of conditions of licences.

Section 17, subsections (3) and (4), provides that if the CRC and the CBC cannot agree on the conditions of licence for the CBC the Corporation may refer the objectionable conditions to the Minister. The Minister then has a statutory duty to consult with both parties and, following that, may give a written direction to the CBC which, under the terms of the Bill, would have to be published in the *Canada Gazette* and tabled in Parliament.

Now that procedure might be said to run counter to the Committee's report which implied at least that the CRC should have full and complete authority over all elements

of the broadcasting system. However, on thinking it over, the government felt that it was not possible to give the regulatory agency such final authority over licensing conditions as they apply to the Corporation.

I think I explained this before. There have been some recent matters which I am sure made themselves felt in this decision and it was for this reason that the government had departed from its earlier view. Under the new legislation both the CRC and the CBC have to answer through the Secretary of State or whatever minister may be responsible to Parliament. Therefore, it would be considered inequitable to subordinate the CBC to the final judgment of the CRC on a matter which is so important and so fundamental as the conditions of a licence by which the Corporation is to operate and to implement its mandate. Rather, the view of the government is that both parties have an equal right to be heard but, for reasons very well understood I think by this Committee, it is not desirable to have an adjudicating authority located either in Parliament or in the Governor in Council. So there is only one other authority immediately answerable to Parliament and that is the minister through whom these corporations report to Parliament.

Now I do not think this statutory provision is ever going to be used. I do not expect to find the senior officers of two corporations like this in the Office of the Secretary of State seeking adjudication on very many occasions but I do think this provision or one like it is necessary in the statute to provide the clear definition for the authority and responsibility which you yourselves so strongly recommended in your Committee report on the White Paper. It seems to me that this is a procedure that will not be readily invoked but will be an encouragement to reasonable men to work out their differences rather than to face a showdown in front of the Minister which could seriously damage the position of one or the other of the parties involved.

The second possible source of major conflict between the two bodies concerns the possible failure by the CBC to measure up to the conditions of the licence after they have been laid down by the CRC. I do not think that this contingency is a very likely one either. But just as there has to be a sanction by the CRC to ensure that private stations

conform to the licences so there has to be some sort of sanction for the CBC as the public component in a national system. It does not seem to me that there is any sensible way of fining the CBC, and if one puts it exactly on all fours with the private element and talks about suspending it or revoking the licence that would mean that the CBC would deprive the public of a very valuable service.

So we felt that the only effective sanction would be a full investigation and disclosure of the circumstances which attended the alleged violation, and that is what is provided in section 24. The report would have to be tabled by the Minister in Parliament and if that report indicated a justifiable criticism of CBC management that would constitute of course a sufficient ground for dismissal. It would have to be necessary of course to find out who it was who was responsible for the breach of the condition. I think it is necessary to have some provision, some punitive provision, in the statute to provide a clear definition of authority and responsibility between the two agencies.

There are a number of things which have come up in the debate and I might deal with those specifically in answer to questions. There has been amusement expressed in more than one quarter about the title Canadian Radio Commission and I think I said on Second Reading that I was not wedded to that nor is the government. If a name such as Canadian Radio Television, Canadian Communications Commission or something of this kind finds itself more acceptable to the Committee I would be very happy to take it back to my colleagues. Indeed, the name CBC is not immutable either. It may be that in what we hope will be a new era for the public corporation a new name might also help. Mr. Chairman, in the general way, I think that is all I have to say. I hope as far as possible to be at least present during Committee meetings. My officials will be here all the time and will be able to answer any questions that I may not be able to answer.

I thank you again for this opportunity to appear. I would like to say I am very grateful to the Committee for their obvious intent to get on with an important matter which has been hanging for too long already.

The Chairman: Thank you, Miss LaMarsh. Are there questions any member wants to put to the Minister? Mr. Leboe had indicated that he wanted to ask a question.

Mr. Prittie: Mr. Chairman, I have a procedural question before Mr. Leboe goes ahead. The Minister said she cannot be here all of the time, and I appreciate that. But will she be here while we are discussing in its entirety, clause 2, broadcasting policy, which is rather important?

Miss LaMarsh: Mr. Chairman, at present I think I will not be here next Tuesday, but that is all.

The Chairman: Perhaps we could arrange next Tuesday for the Radio Act amendments to be dealt with in your absence.

• (10:00 a.m.)

Mr. Leboe: Mr. Chairman, I appreciate very much the opportunity to ask a few questions. I have some grave reservations concerning the broadcasting policy, Part I. In connection with clause (b)...

The Chairman: Mr. Leboe, are you referring to clause 2(b) of the Bill?

Mr. Leboe: Yes, clause 2(b). I was wondering whether I could make some general references to the problems that I see exist, particularly in Part I of the Bill.

The Chairman: I think, at the moment, we should try to limit ourselves to general questioning of the Minister without getting down to the specific clauses because we will be going through them one by one. Perhaps, at this point, we can extend quite a bit of latitude in that so that we can survey the whole field of problems you would like to point out to the Minister.

Mr. Leboe: I will just go over them roughly very quickly. First of all, we have in clause 2(b) the word "preserve". The word "preserve" seems to me to indicate something that is very, very stable and fixed and immovable. You are going to preserve something and, with the help of some of the press that have been interested in broadcasting, I would like to suggest that the words "safeguard and enrich" would be much more preferable in that particular part of that clause. And, further down in clause 2, subclause (c), you will note on the second line of that subsection:

all persons licensed to carry on broadcasting undertakings have a responsibility for the public effects

This seems to me to be of no value at all if we do not put some direction to it. I suggest

that after the word "public" we should have "good and the" in there which would then read: "for the public good and the effects", so as to give some direction and also that the whole matter be set in the framework of the Constitution and Parliament. As the Minister has pointed out in the statement she has just made, Parliament represents the people, and the Corporation is the Corporation of the people and, therefore, clause (b) might read as follows: "so as to safeguard, enrich and strengthen the social fabric of Canada within the political and economic framework as defined by the Constitution, an act of Parliament". This would give some direction and something to hang onto as far as the people are concerned who are going to be responsible for carrying out the work of directing not only the CBC but the broadcasting system as a whole. Further on, I would like to mention that in subclause (d) of clause 2, we have the expression:

and should provide reasonable opportunity for the expression of the conflicting views.

It seems to me that here we would be much better to say: "and should provide opportunity for reasonable expression", because we could get ourselves into a position where, with the word "reasonable", we could find ourselves in many conflicts. Actually, the individuals who are going to participate in any live broadcast are there at the invitation of the CBC or the CTV—the broadcasting system—and therefore, the individuals chosen to be on the broadcast may reflect something quite different from what the people of Canada would appreciate in many cases. We have already had this problem, so prevalent in the broadcasting system as it exists today, and it seems to me that this switch could be made quite easily. Another suggestion I would like to make here is that where it says:

and the programming provided by each broadcaster should be of high standard, using predominantly Canadian resources

after the word "standard" we might add: "and in good taste". I suppose somebody is going to say: "What do you mean by good taste?". Here is where we would then be in line with the suggestion made earlier where the political and economic framework is defined by the Constitution and acts of Parliament would come in because if there was any argument about good taste, it would finally come through to the Minister and be

questioned in the House of Commons, if the House was sitting.

I have only one or two other things I would like to mention. I think with subclause (e) of clause 2 we are moving into the constitutional field and that it should be eliminated entirely. That is this clause:

all Canadians are entitled to broadcasting service in English and French as public funds become available

I think this is a constitutional matter and should be dealt with when the Constitution as such is revised. I think it is also redundant because in subclause (g) (iii) we have the statement that the national broadcasting service should be in English and French. We have already got this contained here and I do not think we should be getting into the constitutional aspect of our Canadian life by introducing such a clause as subclause (e). The final thing I would like to mention in connection with this particular part, then I am finished, is subclause (g) (iv):

contribute to the development of national unity

I refuse to admit that this is a situation that exists. I believe the word "harmony" would be a much better word and much more fitting. I do not think that we are ununited in Canada at all. I think that there are differences of opinion from various regions, from various ethnic groups and language groups. I think there are many things that have to be ironed out but that the word "harmony" would express much more clearly what the intent of the Bill is.

Thank you, Mr. Chairman.

The Chairman: Miss LaMarsh, would you like to answer any of these comments at this time?

Miss LaMarsh: I do not know, Mr. Chairman, that it is appropriate for me to answer comments. If I am asked any questions, I will be glad to try to answer them. I am certainly making notes of all the comments that are made.

The Chairman: Is there any specific question you want the Minister to answer on those points?

Mr. Leboe: Not at this point, no. Thank you very much.

Mr. Nugent: Mr. Chairman, I just want to comment on the Minister's opening state-

ment. If I heard her correctly, I believe she said that debates in the House of Commons are distressing the country because of the condemnation of the CBC. Mr. Chairman, I think this is sheer effrontery on the part of the Minister. I do not believe that the debate caused distress in the country. It is a reflection on the manner and conduct of the members in the House who have the duty to reflect the views and the uneasiness of the people in this country as they see difficulties in the CBC and what is going on. Perhaps some members in the House cannot understand some of the difficulties there, but certainly it is obvious that throughout the country people have uneasiness and worry about this. It is the duty of members of Parliament, as custodians of the taxpayer's dollar, to bring these difficulties out in the open and to make such comment on them as they in their duty feel necessary; and to suggest that it is this duty to speak frankly about the difficulties of the government agency that is causing distress in the country, rather than the difficulties themselves, and is, I suggest, an unworthy view of what happened in the House of Commons.

• (10:10 a.m.)

I thought the Minister must have her tongue in her cheek when she said that in our discussions of this problem we must be careful not to throw the baby out with the bath water, because I certainly do not think the Minister is asking this Committee to believe that anyone, in their remarks in the House of Commons, could have approached the manner in which the Minister comported herself in her own comments on the management of the CBC.

Perhaps we can see a method to this morning. There has been a new statement by the Directors that the Minister pretends to ignore, but for her, after her own conduct, to suggest to this Committee, under the guise of giving it a lecture, that we must be careful, creates just a little suspicion about whether the Minister is really serious in appearing this morning, on her opening remarks.

Mr. Jamieson: I have a number questions for the Minister on the comments she made.

Miss LaMarsh, is my interpretation correct that this Bill essentially preserves what has traditionally been called the "single system?"

Miss LaMarsh: Yes.

Mr. Jamieson: Apart from the power that is given to the CRC, there is no indication in

it, so far as I can find, whether the government's intention is to proceed along the lines of parallel services within a single system, or the continuation of a mixed system to the extent that that is possible. Is it the intention of the Government eventually to provide a full service on the public network, if you like, or to have the CBC totally independent of affiliates? Do you see a continuation of affiliates?

Miss LaMarsh: This hardware argument is really very important, Mr. Chairman. I do not think that we should bind ourselves either to operating in the most expensive way, which is by completely owned and operated hardware, or in the cheapest way, which is probably to mix private stations and affiliates.

The government has not taken any hard-and-fast view about this. This will obviously come up as a matter of capital expenditure. Extension of services is going to depend on what money is available, as voted by Parliament. However, it is not intended that one should infer from this Bill that the CBC is to be given a mandate to erect costly edifices all across the country.

Mr. Jamieson: I raise the question because of the repeated comments of the Board of Broadcast Governors that there is a certain basic inequity, or if you like, almost insuperable conflict, where, for example, a private applicant and the CBC appear both at the same time seeking a channel or a frequency, or to establish a particular station. As I recall it, the BBG's attitude was that it was impossible for them to adjudicate because the two situations were quite different; that is, the private applicant's position vis-a-vis that of the CBC.

Do you see in this legislation, or in the operational techniques that will evolve from it, the elimination of this problem? In other words, there are areas—and I understand a few are being heard this week—in which a CBC applicant and a private applicant both appear before the BBG. Would the CRC be given policy directives which would eliminate what seems to me to be this inequitable situation?

Miss LaMarsh: I think that is contemplated in the provision for instructions to be given by the government to the CRC. Since the government has to go to Parliament to raise

the money this is certainly something that it should be concerned with.

Mr. Jamieson: Let us assume that the CBC is free to apply, as it apparently is, at the moment, in any event, for a channel or frequency. Is there in that very act of application an indication of government approval? For example, I would assume that the CBC would not be able to apply unless it knew that the financing was going to be available?

Miss LaMarsh: The applications are made after the CBC includes in its estimates provision for such services. If the estimates are not approved by Parliament, then obviously it would be incapable of using the licensee even if it got it. On the other hand, if Parliament approves then it has its mandate with respect to that particular licence.

Mr. Jamieson: If I interpret that correctly it would mean that there really is no point in having a competitive application after the estimates have been approved. In other words, this would seem to indicate that Parliament, by approving the estimates, has said to the CBC, "Yes, we will give you the money to build station X," and that must mean that the public approves of that construction. Perhaps I am taking it too far?

Miss LaMarsh: I do not think that the assumption should be drawn that there is no point in making application if the CBC has already applied. The BBG currently—the CRC in the future—is there to make value judgments about which kind of services should be there. I would hesitate to say that the government stands behind each application for extension by the CBC and that therefore a private operator is wasting his money in also applying.

Mr. Jamieson: If the estimates have been approved giving the CBC the necessary authorization?

Miss LaMarsh: Yes. It is very difficult to say that the Government has then approved every application, or every intent shown on that capital budget, to expand. Generally speaking it is the global amount that interests parliament and the government. I think it would be generally considered to be a part of management's responsibility to decide how that is to be applied in the capital field, as in others.

Mr. Jamieson: Is there not some conflict, Miss LaMarsh, between that statement and the one in the Bill itself:

...all Canadians are entitled to broadcasting service in English and French...

and this is the part that is important from my point of view

...as public funds become available;...

Does this suggest that extension is merely to go ahead as public funds are available?

Miss LaMarsh: No, it does not; but obviously Parliament does not have much say in the provision of private funds; and I do not think this presupposes for a moment that there will not be extensions by private operators.

There is the point—and this, of course, Mr. Jamieson, was discussed with the Canadian Association of Broadcasters—that the putting in of the words “private or public” would not really mean anything. Parliament’s only concern is about the provision of public funds. I suppose, as was considered when drafting the Bill, the part about funds could be dropped off completely but for the fact that you would then be left with a bare statement that it should be extended to all parts of Canada. I know that the day following its passage, the office of the responsible Minister would be heaped high with legitimate demands under that section for immediate service in both languages everywhere in the country.

Mr. Jamieson: I have a specific case of Saskatoon in mind, which is, I think, illustrative of the whole problem here, and which, in my view, indicates that the Bill is vague on this question. The CBC now has the necessary authorization to proceed in Saskatoon. It may also be that it has other licences which it has been granted but on which no construction has started. Let us assume—as has happened in this case, I take it—that there is going to be at least a delay in providing the funds for the construction of a particular station. Does this mean that the CBC can, in effect, sit on that licence indefinitely, or what is the position in areas that either have only single service or no service at all?

Miss LaMarsh: As you know, the BBG made the recommendation, but no licence has been issued.

• (10:20 a.m.)

Mr. Jamieson: But I take it there was an intention because it has now been announced

that they are not going to proceed. This seems to suggest that the original intention was to proceed with Saskatchewan.

Miss LaMarsh: The CBC made an application to the BBG recommending the granting of a licence. The government then decided in the interests of economy that there would not be an extension and the Prime Minister made an announcement to this effect.

Mr. Jamieson: I understand that part of it but does this now mean that the whole question, in so far as that specific application is concerned, is in abeyance or is the BBG now free to hear, let us say, a private application?

Miss LaMarsh: I should think so because no licence has been issued.

Mr. Jamieson: Forgive me for pressing this point but I think it is a key one here. If the original idea was, as the Bill states, that it was in the best public interest to put a private station and a publicly-owned station in that area, or in any area, this would now seem to suggest that we have to accept something less than what is considered ideal or most advisable.

Miss LaMarsh: What is left if there are no public stations...

Mr. Jamieson: For example, there would presumably be two private stations in that given section and there would not be total public service. The presence of the CBC would only be through a continuation of its affiliation with an existing private station.

Miss LaMarsh: In the Saskatoon situation I am not able to judge which is better. That is the function of the CRC.

Mr. Jamieson: I think the principle which is still quite valid is whether as a matter of public policy we intend to proceed toward the stage where a public service will be provided by the CBC which will run parallel with a private service or whether—and this comes back to my original question—we are going to continue the mix, because it seems to me that one or the other has to be stated. I do not think you can continue on an *ad hoc* basis because I believe the Saskatoon situation illustrates the problem that would arise.

Mr. Prittie: Mr. Chairman, is Mr. Jamieson not really asking if this is a permanent decision regarding Saskatoon or is it just temporary until public funds are available, possibly the year after next, to proceed?

Mr. Jamieson: Yes, except—again throwing out babies with bath water—that it could be too late if, for example, a private application were accepted and proceeded with.

I will not press the point further, Miss LaMarsh. I merely wanted to recommend that this whole question—whether we have a mixed system which will continue in that way or whether we will proceed toward parallel systems or, if you like, parallel services within a single system—should be examined more fully because I think there are a number of problems in this connection.

Miss LaMarsh, you seem to be rather sanguine about the adjudication role that the Minister will play under the new arrangement and you say you do not expect there will be many cases where this is likely to occur. Could you give me, as well as the other members, a little bit more of the rationale behind this view? Why do you think it is going to be better in the future than it has been up to the present?

Miss LaMarsh: Because up to now there has been no place where the conflict could be resolved. The government faces public calumny whether or not it has any responsibility or right to step in between the two agencies, and we all know of at least one much-discussed public instance when there was a disagreement between the regulatory authority and the Corporation. Many people say that under the current law the way that was resolved contained the kernel of the ineffectiveness of the BBG.

I have often heard the opinion expressed that the authority, as set up under the 1958 legislation, was in itself not so bad but it did not work. As both of these agencies must report to the Minister and someone has to be able to go in and talk to Parliament about it, it is hoped that the Minister is the sensible person before whom to have this meeting. However, I do not really think when a couple of reasonable men get together they would want to be on the mat together before the Minister. I think this will create further pressure and they will come to an amicable settlement.

Mr. Jamieson: It is going to be a matter where either party can refer it to the Minister or does it have to come in a certain category or does it have to have a certain seriousness about it before the Minister will agree to act?

Miss LaMarsh: If negotiations break down I think it is on application by one or the other.

Mr. Jamieson: I can think of a hundred cases over the last four or five years involving, for example, specific programs which one authority felt were not acceptable in terms of current regulations and where the CBC felt that they were. On a specific program do you see the Minister moving in on such a field?

Miss LaMarsh: No.

Mr. Jamieson: Would the authority of the CRC then be paramount in such a case? Could it tell the CBC to take such a program off the air?

Miss LaMarsh: This legislation does not provide for directions on specific programs. It provides for scheduling, classes of programs and things of that kind. I cannot presently conceive, Mr. Jamieson, of a situation where the CRC would give instructions on a program.

Mr. Jamieson: But I think the situation may arise and I think we should know exactly what the *modus operandi* is going to be. Let us take as examples one or two recent incidents; the von Thadden matter or the importation of some controversial figure. These things are known in advance and some kind of pressure group may rise up and say, "This program ought not to be shown". Presumably the people who feel that way would make representations to the CRC. Let us suppose the CRC supported that stand and said, "We agree this should not be shown". On the other hand, the CBC says that it ought to be shown. Is this a matter on which the CRC's decision would be final or would it be subject to ministerial and ultimately to parliamentary review?

Miss LaMarsh: No, the CBC Board of Management is responsible for deciding what goes over the air.

Mr. Jamieson: So in that case they could tell the CRC to go fly a kite?

Miss LaMarsh: I do not think the CRC would get itself so involved that it could be told to go fly a kite in this regard. You have referred to a specific instance and perhaps I should tell the Committee about that instance. I think this is the only time I might have been charged with any kind of political

interference with the Corporation. I do not really regard it as political interference in the unfortunate sense in which it is generally used but it was for politics' sake and for the people's sake that representations were made to me that there would be violence if that particular gentleman was brought to Toronto for broadcasting purposes. I therefore brought this to the attention of the President of the CBC as forcefully as I could, saying that while his mandate was to put over the air what he chose on his own responsibility and on the responsibility of the Board, it was no part of the mandate of the CBC to cause civil insurrection or to lead to any kind of public disturbance. It seemed to me that if bringing this man into Canada would likely do that, then if they wished to go on with that program they ought to do it by some means other than bringing him to Canada. I could not give such orders to the President of the CBC but as a responsible Minister I felt it incumbent upon me to see what I could do to prevent any kind of civil disorder, and in that way I suppose I could be said to have interfered. The President went away and promised to consider it and then I think he announced a day or so later that the Corporation was not going to be a party to bringing von Thadden to Canada.

Mr. Jamieson: Miss LaMarsh, am I interpreting your view of the legislation correctly when I say that the CRC will only exercise after-the-fact judgment of CBC programming?

Miss LaMarsh: No.

Mr. Jamieson: Except within the broad framework of spelling out the so-called conditions of licence?

Miss LaMarsh: Yes, I think that is right.

• (10:30 a.m.)

Mr. Jamieson: But only in that regard. May I ask a supplementary question. Do you see the conditions...

Miss LaMarsh: Surely they will have general regulations as well as conditions of licence.

Mr. Jamieson: And these will apply to all broadcasters?

Miss LaMarsh: Yes. They will apply to such things as obscenity and things of that kind.

Mr. Jamieson: Will conditions of licence in the case of the CBC be merely a statement of

a general mandate or do you anticipate that individual units within the Corporation will have specific conditions of licence? For example, would the conditions of licence in CBC Toronto be different from those in CBC Saint John, New Brunswick?

Miss LaMarsh: I would think so.

Mr. Jamieson: In other words, it is not merely to lay down a sort of general, broad directive to the CBC?

Miss LaMarsh: That is correct. It must always be within the mandate as provided by this legislation.

Mr. Jamieson: So once that has been established, the CBC is then free to produce as it wishes, subject only to the after-the-fact judgment of whether it has met the conditions. In other words, there will be no attempt to guide them in the meeting of those, will there?

Miss LaMarsh: In so far as that is concerned, but there is always, of course, the public reaction.

Mr. Jamieson: I have just one more question. I apologize to the members...

Mr. MacDonald (Prince): May I ask a question with respect to arbitration by the Minister? Where it is suggested that this will be gazetted, I am wondering in what way you envision this would happen. I am interested to know whether there will be a lengthy statement on the situation or whether it would simply be an acknowledgment that an issue had arisen on such and such a subject and that will be the extent of public information, if you like, on the particular arbitration.

Miss LaMarsh: I think, Mr. MacDonald—and it would depend, of course, on the way the particular responsible minister operates, obviously—that a statement of the whole controversy and the direction given would be there, and it is the direction that is important. This is an attempt to ensure that there are no secret pressures on either of these bodies and that whatever instructions are given—let us face it: the government are going to always be held responsible whether they are or not—will be clearly set out for attack or support in Parliament and the public at large.

Mr. Fairweather: Miss LaMarsh, is there not a weakness, though? *The Canada Gazette*

has that statement, and I appreciate there is no secrecy, but then what is next?

Miss LaMarsh: I think you raised this in the House of Commons. I am in the hands of the Committee. If you have a better idea of how to do this, I would be very happy to hear about it. It seems to me that that would depend on the rules of the House of Commons. It is very hard to prejudge what kind of matter would be so serious that those directions having been given, the members of Parliament would wish it brought within the forum of Parliament at that point. But, if so, it will, I think, have to depend upon the rules of Parliament as they may be in force at that particular time. I would hesitate to build into this kind of legislation rules for a particular situation which would be foreign to the general rules of Parliament. But if the Committee has specific suggestions on this, I would be very happy to hear them.

If the Committee has better ideas of how to handle this kind of potential conflict, let us hear them. We have discussed this with my colleagues and my officials again and again and again, and this seemed to us on balance the best way to do it. But we are not infallible on this or any other matter. We have had very great help from the Committee in the past, and if you have some ideas I would like to hear them.

Mr. Jamieson: Miss LaMarsh, my last question has to do with your exchange of correspondence with Mr. Sylvestre. Let us assume, as seems inevitable in as large and as complex a corporation as the CBC, that there are differences at one time of another between producers and top management of CBC or its Board of Directors with regard to the propriety or the wisdom of a particular course of action. Let us assume that the Board of Directors of the CBC as again, I think, is inevitable, passes judgment in a way that is not on all fours with the views of the producer. Is the word of the Board of Directors now going to be final in that case? In other words, does the producer have to understand that he is subject to the determination made by the Board of Directors and that is the end of it?

Miss LaMarsh: I do not know what they may think from time to time but it is perfectly clear that that is the legal position under the new legislation. There is no way in which you can prevent them from doing what

everyone does, which is to go to the public forum. I think it is clear from what this Committee said last year in looking at a similar situation, and it was certainly clear in a statement that I made to the CBC publicly at the time of their awards last spring, that the Minister cannot be, and is not intended to be, a court of appeal for people within the Corporation. The Corporation has obviously been in a state of flux for quite a long time and I think it is going to settle down very quickly. A lot of this kind of out-of-chain of communication action is really a symptom of frustration and I think that when the Corporation settles down it will too. I do not mean to suggest that we will never see another situation similar to the strike in Montreal or to the Seven Days situation. I do not think there is any way we can legislate against it.

Mr. Jamieson: But the point is: how much confidence can the new Board of Directors of the CBC, whether it is new personnel or the present one, have that in making its decisions it has at least the support of the government? It seems to me that if every producer or group of producers knows that it has free access, say, to the responsible minister or to the government in some way or other, this is going to make the position of the Board of Directors of the CBC a pretty difficult one in the event that any dispute arises. In other words, is the government going to have the willingness to say: "This is a matter for the CBC Board of Directors. We have appointed them and they have the responsibility to Parliament. Talk to them and to no one else."

Miss LaMarsh: The CBC Board of Directors has now and will have in the new legislation a position which it reports to Parliament. There is virtually no contact between the CBC Board of Directors and the Minister's office. You might say there is none except that made by the chief executive officer, who is also a member of the Board. The management lines, as laid down, are perfectly clear and always have been.

But if you are suggesting that neither a responsible minister nor any other members of Parliament should entertain people actively working in the Corporation who have quarrels with management, I do not think this should be the case. Parliament represents the people and the people's Corporation. Producers and actors and other people below the management level are part of the people. They surely have a right to have access to all

of us whether we sit on the government side or not. I think it would be a strange and unfortunate situation if a minister were isolated in an office with no other intelligence of what was going on in this Corporation other than what is received in a formal way.

Mr. Reid: Mr. Chairman, may I ask a supplementary question? Last Saturday in the *Toronto Daily Star* there was a truly incredible column by Mr. Shields, the television columnist, indicating that even if management in the CBC did change, he did not think there would be any change in the programming or the way the Corporation was going on. Suppose this attitude is to be continued with the new President and Vice-President coming in and you have a conflict between, say, the new management and the Director of Television and the Program Director for the English network. What would be the process of resolving this type of conflict?

Miss LaMarsh: The management are put there to manage. If they do that job they have the support of everyone.

The Chairman: Mr. Jamieson, are you just about finished with your line of questioning?

• (10:40 a.m.)

Mr. Jamieson: Yes, but I think this is important enough. I am sure other members are interested and will probably want to ask the same kind of question. Miss LaMarsh, what I am getting at—and I think all members around this table at one time or another have said almost unanimously—is that in the past the main objective has been to keep that kind of internal CBC dispute out of Parliament because there is general agreement it is not an effective forum for dealing with it. Now what I am asking you is if the CBC has what we think is a good Board of Directors, and if the CBC Board of Directors says to a group within the Corporation or to an individual, "This is the decision of management," are we still going to find that the people who are aggrieved can circumvent, if you like, the decision of the Board and appear themselves, for example, before this type of Committee, or have this matter resolved on the floor of Parliament itself?

Miss LaMarsh: I do not think there is any way to prevent that. That is what Parliament is for; it is master of what it decides and it is up to it whether or not it hears people like this. But in the Seven Days situation, which

is the closest parallel, at no time was there any suggestion that someone else was intervening against the management. The government, the Committee, and everyone supported the view that these people are working for management and the matter should be resolved there. But it is very hard to say that the peoples' representatives, who are called upon to vote \$100 million or upwards a year for this very volatile medium, should not talk to, be concerned with or, if necessary, examine in public charges that all is not well. I cannot imagine anything more frustrating than working within a corporation to which you want to make a contribution when you feel the immediate or more distant superior above you is blocking the whole purpose of the corporation as well as your personal career.

Mr. Jamieson: That really means then that nothing is changed; in other words, we are going to continue with the same sort of thing we have had up to now?

Miss LaMarsh: I do not think so. I think this is very much a matter of people and communications within it. I have been given to understand that there is a vast improvement of communications at least in respect of the English television situation in Toronto, much of which has arisen because of the initiative and determination of the producers themselves to make it work. The management is coming from the bottom up.

Mr. Jamieson: Let us hope this is the correct forecast. Thank you Mr. Chairman.

Mr. Leboe: I have just one last question. Would it not be reasonable to expect that an individual who is in a position of quarrelling with management and feels so strongly about it should resign and put himself in the position of having free access to the Minister and Parliament.

Mr. Cowan: Like the Board of Directors should have done.

Miss LaMarsh: I would think that his first avenue would be to make application to be heard by the Board of Directors and have it beaten out there.

Mr. Leboe: Failing satisfaction, instead of saying, "Well I am still on the job, now I am going to go over the head of the Board of Directors directly to the Minister or Par-

liament." I think the individual should resign from his position to leave himself free to do that.

Miss LaMarsh: Well ethically that may be quite correct, Mr. Leboe, but you have been around this world at least as long as I have and...

Mr. Leboe: Oh, longer.

Miss LaMarsh: ... You know it is very hard for people to give up their incomes and do that when they feel that they still have a useful role to play within the Corporation.

Mr. Prittie: Mr. Chairman, I intend to confine my remarks or questions to clause 2, Broadcasting policy for Canada. I would just make this observation. The Minister has revealed to us this morning the part she played in the von Thadden affair. I was a bit disappointed to hear it because I can think of other instances in the future where other minority groups in Canada might threaten some civil disturbance if particular persons were invited to the country. For example, if General de Gaulle were invited again I imagine there are parts of Canada, you know, from which might come threats of difficulties...

An hon. Member: Vancouver.

Mr. Prittie: No, not Vancouver particularly. I can think of this happening in so many instances that I would rather the Minister was not involved in that sort of thing and that it was left up to the Corporation.

Miss LaMarsh: Do you think, Mr. Prittie, that it would have been better if I had not brought this matter to the attention of the Corporation and that the day after an appearance in Toronto a few broken heads would not have been laid at my door?

Mr. Prittie: Yes, to answer you specifically I think it would have been better if you had not. As public officials they surely have the same access to information that you have.

Miss LaMarsh: He did not have.

Mr. Prittie: I beg your pardon?

Miss LaMarsh: He apparently had no such information. I am not so sure that you can assume that some public officials have access to or listen to information that may be readily available to those who will listen.

Mr. Prittie: Then they are the wrong public officials. However, back to clause 2.

Miss LaMarsh: It is not really a novel statement, Mr. Prittie.

Mr. Prittie: On clause 2, Mr. Chairman, I would agree with most of the statement about broadcasting policy. When we were debating second reading I expressed some uneasiness about clause 2(g) (iv), "Contribute to the development of national unity". I use the word "uneasiness" deliberately, because it is very difficult to be against something which deals with national unity; and I appreciate the Minister's comment that it was not designed for witch-hunting. I said it in the context of the very many speeches I have heard in this Committee and in the House about the operations of the French network at the present time?

I am still uneasy on this point, because national unity can, perhaps, descend to becoming national interest, and who determines what is national unity and what is national interest? We have had examples of ministerial interference in the past. Mr. Weir's book on broadcasting gives some very good examples.

I do not yet know the answer to this, but who is going to define national unity or national interest? I am rather afraid that if this is in the legislation people who are out to get those who, they think, are not contributing to national unity, or to national interest will have a stronger weapon in their hands.

It seems to me that subclause (d) of clause 2 would cover the situation:

the programming provided by the Canadian broadcasting system should be varied and comprehensive and should provide reasonable opportunity for the expression of conflicting views on matters of public controversy, and the programming provided by each broadcaster should be of a high standard, using predominantly Canadian resources;

That would apply to all broadcasters, and, it seems to me, would really be sufficient, without having subclause (iv) with its reference to national unity.

I would mention one other point. Subclause (iv), which refers to national unity refers only to the national broadcasting service; that is, the CBC. If this is such as

important aspect of broadcasting policy why does it apply only to the CBC? Why is it not in subclause (d) which applies to all broadcasters? Presumably private broadcasters have a duty to promote national unity as well as the CBC?

I am suggesting that subclause (d) is really all that is necessary in the way of instruction to all broadcasters in Canada on what they should do.

I still wonder about "national unity". I do not know if you can define it, or who could define it, or how it might be used in the future.

I know I have not asked a question of the Minister. I have stated the uneasiness, in the context of the French network today and of what I have heard in Parliament and in this Committee, that some people would seize this bit of legislation on national unity and seek to use it, even if you do not want to do so yourself; the pressure would be there.

• (10:50 a.m.)

Miss LaMarsh: Well, I certainly understand, Mr. Chairman, what Mr. Prittie has said. No public institution, I suppose, is perfect. I do not know what will happen in the future, or what kind of government might attempt a definition of "national unity" and try to enforce it. I do not know what senior officials, or not-so-senior officials, in the CBC might decide to do in interpreting it. I think it is clear in my mind and in the minds of everybody here, but it is not a very easy thing to spell out in legislative form.

Mr. Prittie: May I ask this then. If this responsibility is to rest with the national broadcasting service, which means the CBC, should it not also then be a responsibility of the private broadcasters as well? Why was this not put in?

Miss LaMarsh: I think the reason why it was put in was in the CBC context, in that this is the instrument which Parliament has chosen with respect to broadcasting. Parliament is now, in this Bill, saying to the instrument that this is one of its purposes, and as long as that purpose is there, to help weld the country together, Parliament is prepared to raise taxes from the people to keep it going. It would be an odd thing if most of us felt that our mandate as members of Parliament was to tax our fellow citizens and our-

selves in order to bring upon us the destruction of the country.

Mr. Prittie: Agreed, but if these are worthy aims and the Bill and the Committee have recommended that the public corporation be the prime instrument of this, should this not also be a policy direction to the private broadcasters as well if it is important?

Miss LaMarsh: Perhaps in some ways the private broadcasters are more responsive to the public in matters controversial.

An hon. Member: They would have to be.

Miss LaMarsh: They are certainly a little tamer about it anyway. If the public were as enraged about programs of private stations as reflected from some of the mail I have seen and from the debates I have listened to, I am sure that the private station would not be in business very long.

Mr. Prittie: I will close my remarks on this section dealing with policy. Again, if these words are important:

contribute to the development of national unity and provide for a continuing expression of Canadian identity; . . .

they are important for all broadcasters, not just important for the public broadcaster. I wish you and your officials perhaps would think about that part.

Miss LaMarsh: We always think about everything you tell us, Mr. Prittie. I do not mean to say that lightly, either.

Mr. Mather: Mr. Chairman, I just have one question. We are meeting this morning to consider this legislation which has to do with a broadcasting policy for Canada. I for one, as a member of this Committee, feel that my ability to discuss that, and to consider it, is affected to some degree by the unfortunate controversy which is raging between the Minister and the CBC leadership. The Minister has stated—and rightly so in my view—that she is not responsible to the CBC leadership; that she is responsible to Parliament. I think this Committee is representative of Parliament. It is a parliamentary body. My question is: Would the Minister consider that this Committee is an appropriate body to which to give the information and counsel which she apparently could give in relation to improving the management of the CBC?

The Chairman: Mr. Mather, I do not mind the Minister answering that question. I guess the answer is either a yes or no, but that is not the purpose of these meetings of the committee. We have a particular reference before us and I do not believe that it would be an appropriate time, in this series of hearings at least, for her to do that. Perhaps she might want to answer your question, yes or no.

Mr. Mather: Before the Minister answers—if she does—I just say again that my ability to...

Mr. Fairweather: Mr. Chairman am I deaf or am I going through a change of life? I cannot hear either the Minister or Mr. Mather, and I am only 44. . .

Mr. Mather: If you will permit me to repeat my question and, if I may, put in my preamble, we meet today to consider this proposed legislation in regard to a broadcasting policy for Canada. As one member of this Committee I find my ability to do that affected by the controversy which is now raging between the Minister and the CBC leadership. The Minister has said that she is not responsible to answer the criticisms of the CBC leadership; she is responsible to Parliament. In my view this Committee is representative of Parliament and my question is, therefore: Would the Minister consider acquainting this Committee with the information and counsel which she might give us in relation to the CBC management, and her ideas of improving it.

The Chairman has allowed me to ask the question; he points out that we are not really dealing with this sort of thing this morning; I simply say again that my ability to deal with the legislation is affected by this issue. I ask the Minister whether she could say what her views on this are.

Miss LaMarsh: Mr. Chairman, I do not think the repetition of the information which has been brought to me can be dealt with by this Committee; it would just be another Seven Days investigation. You know, the Corporation frequently says that it is investigated to death, but one of the reasons it keeps being investigated, I suppose, is because the results of the Glassco Commission and the Fowler Commission and, from all I hear, the results of the President's own study committee, have been brushed aside. If

this controversy has done any good—aside from just my saying what everybody else has said...

An hon. Member: Except in a more colourful way.

Miss LaMarsh: ...and being the focal point for the reaction against that—I think it may have borne in upon some of the management of the CBC for the first time that it is not enough for the people to spend a great deal of money and to have study after study after study, and simply answer it, "Oh, they do not know what they are talking about; we are the experts", and go on as they did before. I think there are some within the Corporation who awoke with a start from the last two weeks, and I think that is likely to be very helpful. But for me to name names and circumstances, cannot, I think, do anything but cause distress to the people named, some of whom are still within the Corporation, and some without. It would not be a constructive thing to do; it would just look like backbiting and office politics in a lot of ways. I did not make notes of what I was told; I would want to be absolutely exact in what I said. I think it is much preferable to bring to the new management these individuals themselves. The new management will have an opportunity to assess the weight and the importance of what the individual says, and to take such action. You see, there is not any way outside the Corporation that we can run it; we are not supposed to. It is supposed to be independent. What are we distressed about is that it is quite obvious, inside and outside the House, that it is not getting run. We want the Corporation, we believe in it; we are heartsick over the fact that it is not doing what it ought to do. I think the only way, Mr. Chairman, if I felt it would be effective in reaching the goal all of us have with respect to the Corporation, would be to parade out the names of the witnesses, but this would just be the most damaging thing to any officer who had to report to Parliament in the future. For me simply to give you the litany without the support of the people who know would be merely to pit my word against the word of others who have access to a very important medium, at least. Another good thing, I think, is the fact that for the first time we have had television cameras in the CBC headquarters.

• (11:00 a.m.)

The Chairman: Gentlemen, it is now 11 o'clock. May I, before adjournment, ask if you would consent to having the correspondence which has been distributed at the Minister's request and referred to printed as an appendix to today's proceedings. Is that agreed?

Some hon. Members: Agreed.

The Chairman: The Committee will meet again at 3.30 o'clock this afternoon.

AFTERNOON SITTING

• (3:53 p.m.)

The Chairman: Gentlemen, when we adjourned at 11 o'clock a number of members still wanted to question the Minister on her opening statement. The next name on my list is Mr. McCleave.

Mr. McCleave: Thank you, Mr. Chairman. I have a somewhat long preamble but only a few questions to direct to the Secretary of State. We have had reports from the Glassco Commission, The Fowler Commission, the President's study group, the Auditor General, and recommendations by parliamentary committees; yet it seems to be the general consensus that there is defiance of such recommendations both at the management level—presumably below the top level, and at the programming level.

Then we come to the exchange that was presented to us by the Secretary this morning between Mr. Sylvestre and the Minister. Mr. Sylvestre's position seems to be that even if Parliament enacts in clause 2 of this preamble that national unity is the aim for which we spend public moneys on the CBC, the Sylvestre crowd wants to be free to use public moneys to promote its own beliefs—and I presume those are separatists beliefs—not just reporting them, sir, but vigorously advancing that point of view to distort the feelings of the majority of Quebec people. Now why not let people of that ilk know that they should either follow the law that we intend to enact—this is the question I put to the Minister because I want to find out how it can be done—or have the decency to resign and take to soap boxes since no other self-respecting employer in Quebec would want

to hire people who are irresponsible or law breaking.

Perhaps I have stated it as tersely as I could but this seemed to be Sylvestre's opinion. He deliberately took what was national policy and tried to make that a particular political issue, whereas we, as a reasonably non-partisan Committee, are trying to come up with a totally non-partisan approach on what the objectives should be of the moneys spent on broadcasting.

My question to the Minister is this. Does the proposed Act do any more than we ever had before to ensure that defiance at junior levels in state broadcasting is corrected or are we simply hoping that Dr. Davidson and Mr. Picard, or whoever will be shortly anointed with these positions, will be able to tackle it on a personal basis? Have we enough teeth in this law, Madam Minister?

Miss LaMarsh: Mr. Chairman, may I say, first, that nothing disturbed me more in the circumstances surrounding the debate than this telegram, and I answered it extensively because I felt that it was a very important issue. It is possible that there was a misunderstanding, somewhat in the nature of Mr. Prittie's query in the House, and perhaps it had to do with one of these common Canadian difficulties in which there is disagreement of terms used. I think the hon. member will remember a recent occasion when that happened with people of his own party. So I wanted to make it crystal clear what the government had in mind in drawing the legislation. Now it crossed my mind with some force that members of the government or I, myself, might be labouring under a delusion that this was the consensus, that this was what Parliament wanted. I was firmly of the opinion that this institution was intended, as are all institutions that we develop in this unique country, to meld us together and, yet, having received this telegram I question whether I had drawn an assumption that was not there. I would hope that the Committee would make it clear, since it represents Parliament, that this is what the institution is for and that there is not any question of it. If that is not the view of the Committee then I hope that they make that clear because it is obvious, if that is not the view of the Committee, that I have misrepresented the situation in the letter which I have written to the Canadian Association of Broadcasters.

To try and answer whether this legislation does anything about this, as we know, Mr. McCleave, never before has the goal, the purpose of the institution, been spelled out, and many of the more or less expert critics have said that this was one of the real problems. Indeed, the President of the CBC and the Chairman of the BBG have, themselves, indicated before this time that they thought it was a problem because they had to divine, as it were, Parliament's intention; they had to describe it themselves. Now the whole purpose, particularly of subsection (g), is to say what the Corporation should do. The whole purpose of this special clause 2 is to show what we want broadcasting to do in Canada. I do not know that there is anything more than that that anyone can do, but this is something we have never tried before. Since Parliament represents the people and Parliament is the boss, then I think Parliament should say in advance what it is it wants and then it is up to those who are working within the institution to see whether they are prepared to work towards the same goals. Now, if I am wrong in this—I think it is absolutely fundamental—I think I, the government, and certainly the CBC, should be set straight about it.

Mr. McCleave: Well, I do not quarrel with the Minister's letter except that I think she was too gentle. She could have summed it up in one line and said, "Dear Mr. Sylvestre, please go to hell"—and perhaps have left out the "please"!

• (4:00 p.m.)

The Chairman: Mr. Goyer?

Mr. Jamieson: If I may put a supplementary; Miss LaMarsh, could you enlighten the Committee on why the drafters of the legislation were not more specific about the mandate of the CBC?

Miss LaMarsh: Not more specific?

Mr. Jamieson: I think it is fair to say that the Committee felt that there should be a fairly clear-cut indication of what the CBC was to do. You have general comments such as attaining a high standard and you make this specific reference to national unity, but it is left there. Is there any reason for this?

Miss LaMarsh: No. We thought we were covering it. If you have some suggestions I would be very happy to hear them, Mr. Jamieson.

Mr. Jamieson: Mr. Chairman, I think our Committee was fairly unanimous that something should be put into the act to define the so-called CBC mandate more specifically. Beyond the reference to national unity there is not a great deal. However, perhaps we can deal with that when we consider the sections.

The Chairman: Mr. Goyer?

(Translation)

Mr. Goyer: Mr. Chairman, (please excuse me while I adjust my listening aid). I am among those who think that the ministers should not intervene directly in the business of Crown corporations. I am also among those who think that ministers cannot remain indifferent towards those sacred cows called Crown companies.

And I am in great sympathy with the minister who, indeed, must work under very difficult conditions without any directives from Parliament in trying to get into touch with CBC, that Crown agency which is most prone to criticism from all members of Parliament.

But in any case, I think that we are putting the cart before the horse in taking one Minister to task and discussing the relationship between ministers and Crown corporations about which they have to give an account to the House.

I think it is time we should appoint a royal commission of inquiry on this question, in order to define up to what point the Minister's prerogatives go with regard to the Crown corporation and up to what point they can intervene in giving directives and seeing to the implementation of these directives, in co-ordinating policies, and so forth.

And I think it is unfortunate that we have not before now studied this question on the whole, and have waited for the Secretary of State to attempt a definition of the fields of action in this difficult case which the CBC is.

And I would like to know if the Minister intends to intervene even further in the business of CBC and other Crown corporations which come under the Secretary of State. In the CBC, for instance, there are many films being made—almost feature length films—when there is a Crown agency called the National Film Board whose main responsibility it is to make such films.

Is the Minister responsible for the co-ordination of policies of these various agencies of

government? Is it her intention to intervene so as to give very precise directives in the co-ordination of the CBC, the National Film Board, the Canada Council, etc.?

I think that up to the present, this has not been defined, and we cannot therefore blame the Minister for not having used the power she might have used since Parliament would have been the first to blame her for doing so.

As we are discussing the question—perhaps this outrides the question of the CBC—but I think we should know exactly what are the Minister's intentions, so that in the future, if the Minister intends to use such prerogatives, all of us present would be witnesses to the fact that we have been sufficiently warned.

Miss LaMarsh: It is the reason why the Secretary of State was established: in order to bring together the different involvements of the Film Board, CBC and others.

My deputy minister is working very hard to build . . .

Mr. G. G. E. Steele (Under Secretary of State for External Affairs): . . . to bring together and co-ordinate the activities of these agencies.

Allow me to continue in English . . .

(English)

Mr. Goyer: Yes, of course.

Mr. G. G. Steele: I do not think that even the fact that these various agencies have been co-ordinated under one minister has done anything except to create a situation where at least the officials associated—whether it be the Under Secretary or the heads of the various agencies—can discuss these matters informally and perhaps bring to the attention of one the views of the other about their ability to assist, through their own activities, in carrying out the responsibilities of the other agency.

You have cited the case of the CBC and their film activities. There is a standing committee of officials of l'Office National du Film and of the CBC, as you may know, sir, which does meet to discuss film activities. The decisions, however, rest with the responsible agencies. They have certain joint functions which they carry out, and have had for quite a number of years, but I do not think it was intended, through this co-ordination, that all films, for example, would be done by the

National Film Board. In other words, there is a lot yet to be learned about co-ordinating these various activities. As the Minister has indicated, we certainly regard it as one of our responsibilities to try to work out mechanisms without, as you have indicated, using the power of the Minister—which one questions is really there—to intervene by giving them directions about how they will carry out their affairs.

(Translation)

Mr. Goyer: But should we not go a little further in this co-ordination of policies, that it be not just an indicative type of co-ordination, but also a coercive type of co-ordination. I believe we could save the Canadian-people a lot of money if for example, the relationship between the CBC and the Film Board could be directed in a firmer way than it has been to date. We are not making sufficient use of the material at the Film Board, because of friction which should not exist and which should be settled in a radical way; whatever agency is involved, whether it is CBC or some other sacred cow against which the Minister cannot raise criticism.

I do not share that opinion because I think that to say the National Film Board should be able to sell its films to CBC and the CBC ought to buy its films from the Film Board is purely an administrative problem. I think it is just horse sense, but I do not think this is happening in fact.

(English)

Miss LaMarsh: The brief of the Canadian Association of Broadcasters, which I think has been sent to all Members, contained a similar suggestion. I am sorry. It may have been ACTRA. They suggested the insertion of a provision, which we would be very happy to see requiring the various agencies to work together. I would like to give the credit to the right outfit. Mr. Henry Como, the President, is here and he is in a hurry to accept the credit.

Mr. Como: Any time.

● (4:10 p.m.)

Miss LaMarsh: This suggestion we did not think was in the right place; to read that the Corporation should co-operate with the Canada Council, the National Arts Centre, the National Film Board, the Canadian Film Development Corporation, and such other bodies in the encouragement of the Canadian cultural expression in all its forms. This does not specifically meet your point with respect

to a reduction of costs, but if there was that positive obligation, I assume there would be a reduction of costs arising from it. Then it may be that the Committee in its report would wish to suggest that we include such a term.

(Translation)

Mr. Goyer: Can we say then that the Minister feels able to act freely without any restraint towards Parliament to force these Crown corporations, to have policies which hold consequence in their relationship among each other, among themselves?

(English)

Miss LaMarsh: They are each set up by separate legislation and I suppose that there would have to be some sort of over-all act. Perhaps the Secretary of State's portion of the Government Organization Act might be used for this, to say that there was such a responsibility on me, but I wish members of the Committee would realize that at the moment there are 14 agencies in the Secretary of State's Department and I often feel like one of those men playing that shell game with the three shells; you get a shell popped over there and you think it is all right and it comes up over there. Fourteen is bad enough. So, in effect, if I had to substitute my own judgment in many of these things for that of the heads of the agencies, it would be very nearly an insuperable position. I do not think anyone would want to come and be the manager of any of these 14 agencies if he could manage only part of the time and the rest of the time the minister decided.

Mr. Mather: Having in mind the large number of these agencies for which the Minister reports—you say 13 or 14 . . .

Miss LaMarsh: Fourteen.

Mr. Mather: Fourteen—and also having in mind the immense significance of one of them, the broadcasting facility, would it not be worth while considering whether in future perhaps we should have a division whereby we had a minister of communications who would report for broadcasting, perhaps, and the National Film Board? Would this not simplify or ease the immense load of work which the Minister must have been under?

Miss LaMarsh: I do not find it an immense load of work. I am not running them.

Mr. Mather: I notice that but . . .

The Chairman: We are straying a bit from the Bill under consideration, Mr. Mather. This is something that might be more properly examined when we get the Estimates of the Department, if we do.

Miss LaMarsh: There are a lot of things in the Transport Department, too, that would fit into such a portfolio.

Mr. Mather: I agree. I think there might be some time given later to considering whether we have the best set-up for reporting on these agencies.

The Chairman: I think many of us have given a lot of thought to that but under this Bill I am not sure that we will progress very far, section by section, if we debate the overall responsibilities of the Secretary of State.

Mr. Fairweather: There is a point, Mr. Chairman, that I think I would like to follow up on, although I do not mean to flog this particularly. On the matter of national unity, it seems to me that there could be as many attitudes towards this phrase as there are people here or in fact, citizens; and it has been pointed out to me that if, as Mr. Prittie said, this slid into the realm of national interest, for instance what is the national interest to the President of the United States vis-à-vis Viet Nam? I think the phrase is such a nebulous one and has such different meanings for all of us that it is a pity it is used here. I know what I think national unity means but I do not suppose that anybody else at this table would agree with my feelings. I do think there is the danger that it can be misconstrued in slipping over into the national interest. It is all very well with a sophisticated Minister and a Prime Minister who may have a particular point of view in this matter, but all sorts of things can happen.

Miss LaMarsh: Well, we did not discover that.

Mr. Fairweather: I think clause 2 is a good idea, but just wondered how essential. I know that the White Paper and our Committee recommended that this be said very clearly. I liked your reply to Mr. Sylvestre. It satisfied me but I still think that at this stage on this rather open-minded clause we might think of this and think of whether we cannot get the same concept but without the doubt that would flow from—I guess I am not making myself clear but . . .

Miss LaMarsh: No. Mr. Chairman, if there were a better phrase it may be that it would have already been discovered. My attention has just been drawn by the Chairman to the conclusion of the report of this Committee on the White Paper which quotes from the Right Honourable the Prime Minister, Mr. Bennett, when he set up the CBC.

Mr. Fairweather: I wonder where that quote came from.

Miss LaMarsh:

may be fostered and sustained and national unity still further strengthened."

I suppose "national unity" is a phrase that is especially Canadian and means something to Canadians but might not mean anything to anyone coming in. Surely, it means about the same thing to all Canadians whether we are able to express it or not because it has been meaning that for, I suppose, a hundred years; certainly for the time of the CBC.

Mr. Reid: Excuse me, I do not think it does. Without intending to be partisan, may I suggest that even within the same political party, the idea of national unity, for instance in the mind of Mr. Trudeau, is quite different from that in the mind of Mr. Paul Gerin-Lajoie. It is a pious word you cannot define and you cannot define how you are going to achieve it. This is the point.

Miss LaMarsh: It is not for the government to define it in this context.

Mr. Fairweather: We have a very great concern, Mr. Reid. The comments of Mr. Gerin-Lajoie, one of the very knowledgeable people in the constitutional field, I do not happen to agree with at the moment, but he still is a most articulate person in trying to define these issues.

Mr. Reid: Mr. Chairman, if I may say, I was just suggesting that Mr. Gerin-Lajoie was not a member of the federal wing of the Liberal Party and it is well known there are disputes between the federal wing and the provincial wing.

Mr. Fairweather: That is the point. That is exactly the point we are trying to make.

Mr. Reid: He is a Canadian, though.

Mr. Fairweather: Perhaps we can come back to this. The other point at this stage is

this: is the Minister satisfied—and I would like perhaps some time to be taken by the Minister and her officials—with the definition of broadcasting as contained in the Bill? I understand that there has been criticism of this by experts, and also I myself have some doubts as to whether this definition is what the Minister intends.

An hon. Member: Is Mr. Fairweather talking about the definition in clause 59, the interpretation part?

• (4:20 p.m.)

Miss LaMarsh: There has been some criticism—I have forgotten the source—about the definition. It is my recollection that the definition which is used in the act was drawn from the internationally accepted one. I admit that it talks about broadcasting being things picked up off the air. One of the criticisms that has been is that there will be an increasing amount of canned cable and no pick up out of the air and that this act would therefore not apply to it. All I can say is that that is probably true although I do not want to prejudge whether it is or not. There is a very considerable question as to whether there is any constitutional right in the federal government, under the guise of broadcasting, to deal with these canned cable programs unless they cross provincial lines. We have done the best we can within what appear to be the constitutional limits.

Mr. Fairweather: I am going to suggest one that perhaps the Minister will recognize and then we can go on. Perhaps this is not the stage to do this, Mr. Chairman.

Miss LaMarsh: If you have a specific suggestion I might...

The Chairman: It might be useful if you have a suggestion in an area which the officials could work on.

Miss LaMarsh: Yes, especially the technical. The more time I have to look it over the better.

Mr. Fairweather: One that has been suggested is broadcasting of the electromagnetic distribution of programs intended for public reception. This encompasses Hertzian waves, land lines, cable or other electromagnetic means.

Miss LaMarsh: Yes, I do recognize it.

Mr. Fairweather: Yes.

The Chairman: They are a pretty knowledgeable group of people, though.

Miss LaMarsh: Yes, they are.

Mr. Leboe: Mr. Chairman, that would not affect us, would it, any more than this? After all, a cable set-up is nothing more than a very, very large receiving set which is connected by wires and each person has a contract with the individual who supplies the signal. It is not available to the general public as it would be, for instance, if you set up your aerial and picked it out of the air in any room of the house or out on the lawn, or any place. This is under separate contract from one big receiving set, which is actually the cable set-up. I think they would both mean the same thing.

Miss LaMarsh: No, this is a different definition and it was prepared by a study group that was concerned about it. I am glad to be reminded where it came from. We discussed this. It came in rather late, as a matter of fact, in the process of drafting and I certainly will go back and discuss it with my officials and perhaps have one of the technical people speak to it later.

Mr. Fairweather: I do not know what process we should go through. I also have—and this may help the people—a report on The History of Broadcasting Regulations in Canada by Douglas McDonald. I do not have the remotest idea what his feelings are vis-à-vis public broadcasting or private broadcasting but his study is available. He is presently in Calgary and he feels strongly that the definition proposed in Bill C-163 would not include cablecasting, or whatever the newest word for this phenomenon is. Are these things helpful to you?

Miss LaMarsh: Oh, very.

Mr. Fairweather: They are not written in any sense of partisanship, they just happened to get down.....

Miss LaMarsh: They are very helpful.

Mr. Fairweather: I got hold of a copy of his thesis and liked it, and now I am invaded with a flood of good advice.

• (4:25 p.m.)

Miss LaMarsh: It is obviously to our advantage to do everything we can to make the legislation as comprehensive as far as we

can see. We do not know if this kind of broadcasting is viable beyond, certainly, some five or six years. You may have to tear up this act in another ten years as being no longer fitting with the technology of the day. I do not know.

Mr. Fairweather: I will give the letter to the Clerk and your experts can tear it apart and then we can perhaps have the benefit of their advice.

Miss LaMarsh: Thank you.

Mr. Fairweather: Perhaps it would be helpful if the Committee had copies of it.

Mr. Leboe: I wish to apologize Mr. Chairman, but I would like to ask this question. Are we presuming that this broadcasting authority should have authority over cable? Are we assuming this?

The Chairman: Perhaps the Minister would like to address herself to that subject.

Mr. Leboe: From the discussion I gathered that we were almost assuming that this was the object of this Committee.

Miss LaMarsh: It was in the draft bill. That is the proposal that is before the Committee.

The Chairman: It is with the Committee's recommendation. The White Paper proposed the Committee recommend it and the Bill includes jurisdiction in the regulatory authority over community antenna television systems.

Mr. Leboe: I think we should sound a warning that the Bell Telephone people tell us that very shortly we will have the same type of thing in our front room, as far as talking to somebody across the country is concerned. Their picture will appear on the telephone screen in front of us when we dial the number and they will see us and we will see them.

Mr. Jamieson: But that is not direct reception by the general public.

Mr. Leboe: Well, neither would it be if I have a contract with somebody who has a cable television set-up. That is not the general public either.

The Chairman: Perhaps the Minister would like to briefly outline the intent of this Bill with respect to community antenna

television so that it will be clear in the Committee members' minds.

Miss LaMarsh: Yes. All it says is that it will come under regulation by the BBG and the CRC, if that is to be its name. I had a visit from a number of cable operators who were quite upset about this possibility. They pointed out to me that their undertaking is very different from the usual broadcasting undertaking and I told them that I thought the regulations that would be enacted would take into account the difference in the kinds of undertakings they are as it would be preposterous to expect the program-makers to live under the same regulations as these people who just take it off the air from somewhere else but that I thought the very least that would be required of them would be that they would be prepared to carry the Canadian programs that were available.

As to the regulations beyond that which the BBG or the CRC will draw up, this will obviously depend on their expert studies. It is clear if you go through this exercise, prepare legislation about broadcasting and leave aside the question of cable television that it will invite disaster for Canadian broadcasters because it would not be very long, with cable television left completely unregulated, before any conditions of licence requiring Canadian content on producing stations would be meaningless. It is very easy for a cable operator to, in effect, destroy a local Canadian station. One way he can do it is by bringing in half a dozen channels and blanking out the local Canadian producer, whether it happens to be CBC, CTV or a private station. You cannot look at broadcasting without looking at all of the contemporary phenomena. This is why it is in there as a matter of regulation by the CRC.

Mr. Prittie: Your definition of broadcasting still does not cover one point. Suppose a cablevision operator in Ottawa wants to originate programs in his studio either live or on film and send them by cable across the boundary to Hull, Aylmer or Gatineau, that is not broadcasting under the definition here. I do not know whether you intend to cover that sort of situation, which could well count. You have covered community antenna television which comes out of the air, but you have not...

• (4:30 p.m.)

Miss LaMarsh: Yes, well this is what I explained. In these canned programs there is

some question whether we have any legal right to regulate them under the head of broadcasting.

Mr. Prittie: I am speaking of interprovincial...

Miss LaMarsh: This might come in interprovincial communications of some kind, but the advice we have received is that it is not all clear that there is this right in the federal government to legislate.

Mr. Leboe: Mr. Chairman, I think we should look right into the front room where the television set is and also consider the individual who spends for a colour television set anywhere from \$600 to \$1,500. That is his set. What we may be doing if we go too far is to say "Well, you have paid so much for this set, now we are telling you what you can do with it after you have it in your living room," and I do not think this is right.

Miss LaMarsh: Yes, but the same man is paying some portion of the cost of CBC and some portion of the cost of private broadcasting through his support of the commercial products that are sold on it. And thus, I think, he is as interested as anyone else that cablevision does not destroy broadcasting which has already been held by Canadians to be important in the country and useful.

There is no suggestion that anyone is going to stop cablevision from coming into anyone's house. But, like every other broadcasting undertaking, the regulatory body will be able to impose conditions. But I would like to repeat again that it is not contemplated that these will be the same kind of conditions as would be laid down for a station that produces programs.

Mr. Leboe: Well, would we not be well-advised...

The Chairman: Mr. Leboe, I think it is unfair to Mr. Fairweather to have you continue.

Mr. Leboe: I am sorry.

Mr. Fairweather: I have two other points at this stage. One is an alliance that I unwittingly have with Mr. Jamieson on this business of the mix or the parallel.

An hon. Member: It is quite a mix.

Mr. Fairweather: Yes, it is. I think the Saskatoon example was a rather good one, and I would just like to be clear of the intent

here. Because of conditions duly announced by the government the Saskatoon licence by the CBC, as I understand it, is not to be proceeded with. Is that not the case?

Miss LaMarsh: Yes, no licence has been granted. The advice is from the BBG to the Minister of Transport.

Mr. Fairweather: The estimate was approved, was it not, in this year's estimates?

Miss LaMarsh: Yes, I think that is the case.

Mr. Fairweather: The point being, it is almost like a dog-in-the-manger attitude. Perhaps there is private capital that is not restricted like public capital is, that could provide a facility there. Now, does this mean that the whole licence process is held up?

Miss LaMarsh: No, I think I gave at least my opinion this morning, that it is not a case of mortmain; I think that whole situation is now open again before the BBG. There is nothing in the instructions or in the announcement of the Prime Minister that Saskatoon could not now be gone ahead with that I remember, that indicated that it was being deferred. I am not sure at all that the Minister of Transport or the Governor in Council has a right to defer. I think the right is only to accept the recommendation or not, that is all.

Mr. Jamieson: In this particular case, Miss LaMarsh, the government has, I believe, earmarked six locations for the express and exclusive use of the CBC, one of which is Saskatoon and the other Saint John, New Brunswick, and there are four others. It would have to, I would assume, lift that restriction before anything further could be done.

Miss LaMarsh: Those were set out in the White Paper, I think.

• (4:35 p.m.)

Mr. Jamieson: Yes, and in other documents, as I recall.

Miss LaMarsh: Well, I have forgotten which one, but I do remember that they were set out in several places where there were restrictions. But you of all people, Mr. Jamieson, know how fast this field is changing, and where the government may have decided a couple of years ago, when the White Paper was prepared, that those places should be

reserved, that obviously is not necessarily a decision that is going to last forever. Before we are able to develop them—I think it was Victoria, Saskatoon, Sudbury, Saint John, Fredericton area—before we have enough money to be able to expand in these places as well as to other places that have no service at all, it may be that we will be overtaken by technological improvements and will never get around to it; I do not know. I find this field absolutely fascinating, but you have to run awfully hard to stay caught up to what the technicians are doing.

Mr. Fairweather: Well, on the last question at this stage. About pre-emption of time by the Governor in Council, would it not look better—and I put the word "look" in quotes—if that was by the regulatory authority? Surely they are privy to national emergencies and so on, and would. . .

Miss LaMarsh: I have found that. . .

Mr. Fairweather: I am not a person of a suspicious nature, but I wonder whether government should have the right to. . .

Miss LaMarsh: I found that suggestion not unattractive when it was made in the debate. I have not discussed it with my colleagues, but I think that the point is obvious. Certainly, if I were sitting in opposition I would wish to deal with it at length, and I think that it is to everyone's interest that it not provide an opportunity for unwarranted dislocation of programming and taking to the air by the government of the day.

Mr. Fairweather: I would like to have you think,—I hope you do—that I would make the same plea if I were in support of the government on this point. I sincerely mean that.

Miss LaMarsh: It may be that the Committee thinks that the regulatory body should make a decision, it may be that the Committee when it reaches this section will have some ideas of modifying the extent of it. I am trying to pre-think the kind of situation there might be. I am quite open to any such suggestion.

Mr. McCleave: Is provision of that sort in the present Act, Mr. Chairman?

Miss LaMarsh: The BBG now has the power.

Mr. Fairweather: The Governor General's New Year's message, for example; this is the

power that would be used to require all broadcasters to carry it? Is this the sort of thing?

Miss LaMarsh: I cannot tell you about the specific instances; I rather think that the decision of broadcasters to carry is a voluntary decision. Mr. Jamieson seems to think this.

Mr. Jamieson: If I may, I can answer, I think. Going back to the days of the CBC when they were the regulatory authority there has always been a sort of residual power on the part of the regulatory board to specify that all stations must carry particular programs. There has never been any difficulty as far as national interest programming is concerned. Indeed, in some instances the CBC is reluctant to give it to other stations. I think that Mr. Fairweather's criticism is justified, and probably if it were a national emergency—as I recall most recently, Mr. Chairman, in the civil defence setup there is a requirement that all stations may be required to do certain things. But I think it never was intended that it would go much beyond that.

Miss LaMarsh: I think there is probably a residual if not a specific right also in the War Measures Act for war emergencies.

Mr. Fairweather: Thank you, Mr. Chairman.

The Chairman: Mr. Macaluso is next.

• (4:40 p.m.)

Mr. Macaluso: Mr. Chairman, I am concerned with two sections here. The first is clause 28 which is headed "Prohibitions and Offences" and deals with political programs and referendums.

Miss LaMarsh: I hope there is very vigorous discussion on this in the Committee.

Mr. Macaluso: I just cannot see the sense of this two-day prohibition on political advertising and broadcasting so far as the radio and television media are concerned. It certainly does not apply to newspapers. Are we not therefore, rather discriminating against the radio and television media.

Why is this prohibition being continued when you are really setting up a new act? It is a continuation of an anachronistic system.

Miss LaMarsh: I suppose because it is easier to do the same thing than to change. It is

not the same as the provision that is there currently. It has been sharpened up quite a bit.

I think I said at the very beginning that this is a very negotiable item. No one knows more about elections and their expenses and difficulties than do members of Parliament. We do not take any firm position on it one way or the other. It is there for the Committee to deal with.

Mr. Macaluso: In other words, if this Committee were to delete this ban you would not have any objection?

Miss LaMarsh: No; I would take it to my colleagues. I would not envisage any difficulty there.

Mr. Macaluso: Thank you.

Miss LaMarsh: I cannot guarantee that, but I do not think there would be any difficulty.

Mr. Macaluso: I am now looking at clause 29. Perhaps because of my legal mind I was astonished to find that any licensee in breach of the regulations that may be forthcoming

... is liable on summary conviction to a fine not exceeding one hundred thousand dollars.

From my experience of statutes, at any rate, it is set out that it shall be not less than X number of dollars and not more than Y number of dollars. This seems to me to give the Commission a great deal of latitude. It could go from one cent to \$100,000.

Miss LaMarsh: But it is a court and not the Commission that imposes that.

Mr. Macaluso: That is right; on summary conviction. I am sorry. Why was the sum of \$100,000 chosen? What breach of a forthcoming regulation could be so damaging to the community as to warrant such a fine?

Miss LaMarsh: Well, if you want to prohibit something this is one way to do it.

Mr. Macaluso: Why not a fine of, say \$10,000, or \$15,000 or \$20,000? Is that not a prohibition? Why this figure? Where does it come from?

Miss LaMarsh: It was to show that the government meant business about this. That is where it came from. I detect from my learned friend's argument that he has been

talking to the Canadian Association of Broadcasters as well.

Mr. Macaluso: I have read their brief. But I still note the difference here. Usually in a statute it says not less than so many dollars.

Miss LaMarsh: We talked about this. I would like to say, first, that I do not know of any instance where it has happened. I am told by the CAB—even by one who confessed to being a 40-time law-breaker in this regard—that this almost invariably is unintentional; and, as a matter of fact, I am surprised to find that they are convicted for things that happen without design. I am told that there are no known instances where a private broadcaster deliberately broke the regulations to get extra revenue.

I do not have the figures before me at the moment, but in my speech on Second Reading I showed how easy it was, by just a slight infraction repeated, to create a very tremendous increase in income. This is because, as you know, depending on the market, so much is paid by the minute for commercial messages. Therefore, I certainly understand your argument and that of the CAB that this is a great deal of money and that it rather looks like setting a wolf trap to catch a mouse; but if no wolves walk into it then it is not going to snap anyway.

• (4.45 p.m.)

Mr. Macaluso: Would it not be wise to make provision for a fine of not less than, say, \$5,000 and not more than...

Miss LaMarsh: But sometimes this...

Mr. Macaluso: Why the great latitude? This really does not appear in any other statute.

Miss LaMarsh: Because there are so many different kinds of regulations that can be broken. The questions of intent and of unwarranted income certainly are most important to consider.

I did talk to the CAB—and perhaps the Committee might be interested—about setting a fine that had some teeth in it, such \$10,000, or \$15,000 or \$25,000, plus two, or five or ten times any unwarranted income that was received. This seemed to commend itself to them. I think they are really afraid of the \$100,000, because it leaves the impression that they are big, bad bears. The suggestion is not that they are, but that if they are they are not going to be allowed to continue to be.

Mr. Macaluso: What happens if the magistrate levies a fine of \$100, or \$200 or \$500, in what the Commission may consider to be a very serious breach? Is the Commission going to appeal that decision?

Miss LaMarsh: That is the business of the CRC, not mine. I have not seen a list of the offences, but I am told that the fines that have been levied up till now are just licence fees to break the law. They are \$5, or \$10, or something of that kind.

Mr. Macaluso: What would be wrong with levying a fine of not less than \$5,000, and having a maximum of \$100,000?

Miss LaMarsh: Well, the broadcaster who told me about his being an offender to the tune of 40 convictions is considered to be a first-rate broadcaster in this country. As a matter of fact, he is the president of the Association at the moment. A minimum fine of \$5,000 on him would mean that by the time he reached 40 he would be out of business.

Mr. Macaluso: I would think if he were fined \$50,000 or \$100,000, he might be out of business, too.

Miss LaMarsh: That is right; but the \$100,000 is not intended to cover the kinds of things for which it appears he has been held responsible.

Mr. Macaluso: It may be because I have too legal a mind, but it appears to be just too wide and might be tightened up a little.

Miss LaMarsh: This is up to the Committee. You asked me why we have made the proposal. I wanted to show that we meant business.

Mr. Macaluso: Finally, I am concerned about the limitations on the grounds of appeal. There are of course, statutes that put the limitation on certiorari and mandamus, but why not allow an order of the Commission to be restrained or removed by certiorari—which is still a court procedure—or mandamus. I think it would be a more equitable procedure.

Miss LaMarsh: I think that is a standard provision with respect to prerogative writs. It is similar to one that has appeared latterly in many pieces of legislation. I will consult the Justice Department.

Mr. Macaluso: It may be standard, but at the same time you are dealing here with a different type of organization.

Miss LaMarsh: He got lazy; he copied it from provisions of the National Energy Board.

Mr. Macaluso: Perhaps we should make a closer examination of clause 26 subclause (4). Is the Department of Justice going to appear before this Committee, Mr. Chairman?

The Chairman: Mr. Gibson is here today, I believe; but whether or not you should get into the detail of that clause now is another question. Perhaps it should be left until we reach it.

Mr. Macaluso: I will leave it until later. That is the answer that I might have expected.

The Chairman: Either I have forgotten a lot of law, or the Department of Justice has to do some explaining to me, too.

Mr. Macaluso: Mr. Chairman, my point is that here we are dealing with a totally different group of people and that perhaps it might be more equitable to allow certain appeals and legal procedures. However, I accede to your wishes, and I will deal with it when we reach it.

Miss LaMarsh: I thought private broadcasters would be flattered to think that they are making so much money that they could, with ease, pay a fine of \$100,000. I think it was a one-time Canadian who said that it was a licence to print money.

Mr. Macaluso: Well, an amendment to clause 26 subclause (4) and removal of those limitations might at least allow lawyers to have greater access to them.

The Chairman: Do you have any further questions, Mr. Macaluso?

Mr. Macaluso: I have no more questions. I will deal with that matter later.

The Chairman: Mr. Stafford, you are next.

• (4:50 p.m.)

Mr. Jamieson: Mr. Chairman, I wonder if Mr. Stafford would permit a question for clarification? Miss LaMarsh made reference to the minimum fine. I think, in fairness, it should be said that in all cases the BBG has informed the magistrates that they were inadvertent and did not press, and I think

this was just a matter of routine to record the conviction.

Miss LaMarsh: I do not think there should even have been prosecutions if that were the case.

Mr. Macaluso: Dealing with the ownership of Canadian facilities, how do you intend—and I am going to the Bill—to control the multiple ownerships of the past, the present existing multiple ownerships and foreign ownerships?

Miss LaMarsh: I am sorry but I did not hear the question.

Mr. Macaluso: The report of the Committee and the White Paper deals with ownership of Canadian facilities and multiple ownership. How do you intend to enforce through this Bill the matter in respect of foreign ownership of Canadian facilities—I am especially thinking of the CATV situation—and the multiple ownerships that now exist.

Miss LaMarsh: Through the instructions that the government gives the BBG.

Mr. Macaluso: Then these will come out in the regulations right after this Bill is passed? I am told there was a clause but I have not been able to find it.

Miss LaMarsh: We are looking it up. There is something about two years but I cannot remember what it is at the moment.

Mr. Macaluso: Perhaps we can come back to it.

The Chairman: Mr. Stafford, would you like to go on while Mr. Steele is checking?

Mr. Stafford: Are you going through any definite sections?

The Chairman: We are still questioning the Minister on her opening statement.

Mr. Stafford: I just wanted to ask questions on a couple of things, one of which is management under section 36, which reads as follows:

36. (1) The President...has supervision over and direction of the work and the staff of the Corporation...

Does this mean that the function of management is to manage and that management must control internal administration?

Miss LaMarsh: That is the general idea.

Mr. Stafford: Did I understand you to say, when speaking of the producer of the former Seven Days show, that it is difficult to keep producers in line? I did not quite understand what you meant?

Miss LaMarsh: Well, it is difficult to keep Canadians from going to their MPs whether they work inside the Corporation or outside. I think that is a right which ought not to be alienated, and I do not think it can be alienated by legislation. These are pretty attractive people and they get to know politicians very quickly, and they are very persuasive.

Mr. Reid: Is that a comment on politicians?

Miss LaMarsh: They get to know politicians because they think they are such great movers and shakers. I think, to some extent, these people will always bring their problems to politicians. Mind you, it requires restraint on the part of politicians not to get into management things, but this Committee has demonstrated long since that it is well aware of that. I think it would be impossible to say to management, "Now you must so manage that there is no peep out of anybody in the CBC that is not made through channels." I just do not think that is possible. But it is management's responsibility to manage. The Committee said that; the House has said that, and nobody has unsaid it or gainsaid it.

Mr. Stafford: Do you remember when this dispute—I do not want to dwell on it—came up before the Committee last year that the producers were complaining that management was interfering with their creative and artistic function thus hampering their ability to produce and certain producers were called before this Committee. One of them, Douglas Leiterman, even went so far as to complain that the edicts from on high were intolerable. When he was asked to give 10 examples he just gave 10 examples that would not even bother the most sensitive individual. Do you agree that it is a great mistake to put producers in a position where they can use a forum of members of Parliament as a referee to settle such disputes?

Miss LaMarsh: I do not think they ought to do it and I do not think Parliament ought to do it, and I have a feeling that Parliament feels the same way after having gone through that exercise last year.

Mr. Stafford: Would you not agree that calling them before this Committee certainly weakens management. Would you not even

go so far as to say that the Committee made a mistake in even hearing them?

Miss LaMarsh: No! Boy, I just get out of one bit of trouble and you want to get me in some more.

Mr. Stafford: The only other point I wanted to discuss with you very briefly was this press release of the eight CBC Directors which was released yesterday afternoon. I maintain, first, that it was arrogant; second, that in fact...

The Chairman: Mr. Stafford, I do not think that is relevant to the consideration of this Bill.

Mr. Stafford: I maintain it is relevant when one talks about the Directors in the Bill. I want to bring out something about their powers.

The Chairman: If you would like to deal with their powers, that is fine, and you can ask the Minister some questions about it. However, I do not think statements that have nothing to do with the specific terms of this Bill are relevant to our discussion this afternoon.

Mr. Stafford: I can ask my question another way. Do you not feel that this press release in fact lectured Parliament on its functions, which is not the responsibility of the directors? Do you feel that that is a responsibility of the directors?

The Chairman: Mr. Stafford I feel that that is not a proper question.

Mr. Stafford: Is this not a proper question. Is giving such a press release as that not beyond the responsibility of the directors?

Miss LaMarsh: Mr. Stafford, you are a lawyer, I am a lawyer, the Chairman is a lawyer, and your opinion is as good as mine, and the Committee's opinion is better in the present circumstances, so maybe the Committee can say.

Mr. Leboe: Well, I will speak up on this, and I am not a lawyer.

The Chairman: Suppose you let the person who has the floor continue his questioning.

Mr. Leboe: I think the invitation was given by the Minister and I would want to pass up the opportunity.

The Chairman: The invitation was given for the Committee to report some time.

Mr. Stafford: Do you not feel that that press release demonstrated an irresponsibility to a minister of the Crown?

The Chairman: Mr. Stafford, I wish you would direct your line of questioning to the Bill.

Mr. Stafford: My line of questioning has to do with the powers of the directors. Is it not true that the CBC has been criticized on many occasions? Has anything like this ever happened before, where the CBC issued a press release, going so far as it did on this particular occasion? Is it an isolated occasion; if it is not, when else did it happen?

The Chairman: We are not here to investigate press releases; we are here to examine this Bill, Mr. Stafford.

Mr. Stafford: Do you mean to say that the powers of the directors have no part of this Bill, Mr. Chairman.

The Chairman: If you have a question about the powers of the directors as proposed in this Bill then ask it.

Mr. Stafford: That is what I am trying to ask. Did they go beyond what this Bill would allow in issuing a press release that shows a lack of responsibility to the people of Canada through its elected representatives?

Miss LaMarsh: I think that is a legitimate question.

Mr. Stafford: I think it would be. Is this sort of thing going to keep up? Does this new Bill start something like this, that the Directors can sit down and say that the elected representatives of the people cannot even discuss management, in view of all the criticism that has gone on almost every week in Parliament since World War II.

Mr. McCleave: Perhaps there should be a section that says they cannot issue press releases.

The Chairman: Well, that question is clear enough.

Mr. Stafford: If it is not I can put it again.

The Chairman: Does the Bill prevent it?

Miss LaMarsh: The Bill does not prevent it but clearly it does not contemplate that. To answer the other part of the question, whether there ever has been anything like this, I remember reading about...

Mr. Stafford: Excuse me. Did you say that this was the first time?

Miss LaMarsh: I remember reading about an altercation between the first Chairman of the CBC and the minister of the day, who I believe was C. D. Howe, but that is all I remember about it.

An hon. Member: Who was the first Chairman of the CBC?

An hon. Member: Mr. Brockington.

Mr. Macaluso: Do not even ask.

• (5:00 p.m.)

Miss LaMarsh: I do not think under this set of circumstances that anybody is likely to win.

Mr. Stafford: I maintain that what they did was entirely beyond their powers and functions as directors of a corporation owned by the taxpayers of Canada. The members of Parliament are the elected representatives of the people, and they in fact went much too far in issuing this press release. If you do not want to answer it, all right, but that is what I wanted an answer on. In view of the fact that the CBC has been criticized by the press, the people, M.P.'s, the Glassco Commission, the Fowler Committee, the President's study committee and everything else, do you say that outside of the one incident you mentioned you have never heard of criticism like this before against M.P.s or a minister of the crown who is responsible?

Miss LaMarsh: No, I do not remember ever being told of or having read of it, and I have read everything I can on the history of Canadian broadcasting. Every set of circumstances is different.

The Chairman: Do you have any further questions, Mr. Stafford?

Mr. Stafford: I have more, but perhaps I had better pass and let someone else continue.

(Translation)

Mr. Berger: Mr. Chairman, it is a funny question, I feel like the only soldier who is out of step. I find it difficult to follow and adapt myself to your way of proceeding. We are here to study Bill C-163, a very interesting Bill. We have talked of national unity, we are now at the end of the Bill, we are talking of interpretation, section of the governor in council's instruction of cable televi-

sion, of fines and it seems we are playing a game of yo-yo and if I had to report to the nation on the result of our actual day's study, I would be badly off.

Is this just a dry run Mr. Chairman, and will we come back to progressive and methodic work?

If everyone asks questions with regard to any clause, I think the minister who is here today will miss some of our studies. Would it not be easier to determine what all of us want to study and proceed in that way in order so that when we ask one question we could finish with that question.

With all due respect to you, Mr. Chairman, and to the Minister, what have we done? What have we accomplished since this morning? I would like to get directions about what is going to go on in the future, what we are going to do. I might have something more profitable to do to serve the people, and then, I could come back when we are going to do some constructive work.

When we are are discussing the Bill clause by clause I could come back to these questions when I have remarks to make. However, if everyone talks at random I cannot see what we can accomplish. I say this with all due respect.

[English]

The Chairman: I think we agreed when we began this morning that we would deal with clause 1 and allow the Minister to make a general statement and then ask her questions generally, which would give her and her officials an opportunity to take a look at some of the problem areas in the Bill. Then, after having had an opportunity to do that, we would start going through the clauses one by one. Obviously we cannot do that today but I hope we can start on that process on Thursday at 9.30. I only have one further questioner on my list. If there are no further members of the Committee who have questions, Mr. Grégoire has indicated that he would like to ask a question.

Mr. McCleave: My question is actually supplementary to some earlier questions. It concerns my bill relating to duplicate broadcasting of the Grey Cup game. Looking through the powers of the Commission I do not find where this nonsensical type of broadcasting can be prohibited by the Commission. Therefore I would ask Mr. Gibson—I gather he is the legal light in this matter—if he could check to see that the legal...

Miss LaMarsh: That is presented in the scheduling power. That is intended to give the CRC the right to prevent...

Mr. McCleave: Yes, I read the clause on page 7. I will put it this way. The Minister should check again with her legal adviser because I have doubts that the power given there is sufficient to overcome the particular evil of which I complained.

[Translation]

Mr. Grégoire: Mr. Chairman, my first question is to Miss LaMarsh: in clause 2 (i) a general principle is stated. It is hereby declared...

(i) facilities should be provided within the Canadian Broadcasting System for educational broadcasting...

Could the Minister give us some information about what she means by this, that the CBC should be provided with an educational system? This is what I should like to know; how would this affect the cooperation of the provinces, and how would this be contrary to provincial jurisdiction?

(English)

Miss LaMarsh: Which clause is it?

Mr. Grégoire: Clause 2 (i)

Mr. Prittie: Page 2.

Miss LaMarsh: I think the Committee will be dealing with this, Mr. Chairman, this week. The subject matter of educational television is being moved to the Committee but, you see, it is facilities which are to be provided and it is not programs or anything of that nature. There is nothing to prevent it and, indeed, the Bill provides that the Corporation may act as an agent for any province but I can foresee a very wide range of programs where a province, with its relatively limited financial capability, could not hope to be able to provide these programs. It may well be that the CBC could provide such a program and do this as the agent for one province and then be able to sell the same program elsewhere. I have in mind such things as films, for instance, of any of the classics which are studied in literature classes all across the country under the different educational systems. Such a program could be used in any one of the provinces. It might be made by the Corporation and the costs could be shared by renting it out to the provinces, where as no one province would be able to afford the facilities or pay the actors or have the appropriate settings. There

are all kinds of things in the field of science and in other fields where the actual program might simply be too expensive for a province to undertake but which the Corporation could do as its agent, bearing in mind that it can receive extra revenue from selling it to other provinces.

(Translation)

Mr. Grégoire: Will the provinces in which such educational programs will be heard be consulted, will they have the right to review these educational programs before, will they have a right to accept or refuse these programs?

(English)

Miss LaMarsh: The provinces clearly have the right to decide their own educational system, whether it is by textbook or it goes into the classroom by means of television. Our concern is to provide facilities because we have the responsibility for broadcasting, but we are not going to program unless we do so as the agent of one or more provinces.

(Translation)

Mr. Grégoire: So, CBC will just furnish technical facilities and it will be the provinces that will set up the programs. Did I understand well?

(English)

Miss LaMarsh: Yes, unless the province hires the CBC to make some programs for it.

(Translation)

Mr. Grégoire: But the program itself will always be under the jurisdiction of provincial authorities?

(English)

Mr. Jamieson: For my clarification would you permit a supplementary, Mr. Grégoire?

You said the CBC would provide the facilities. Is this definite?

• (5:10 p.m.)

Miss LaMarsh: No, not necessarily the CBC and probably not. I would like the Committee to hear a very wide range of witnesses on this—there are all kinds of questions on ETV—and see what conclusions they draw. As you know, I have a draft bill to put before the Committee. I think I am being a little previous at the moment but I do not want you to think it is only the CBC that has the facility.

(Translation)

Mr. Grégoire: Another question on this point, to sum up properly, to see if I

understand.

It is the provincial authorities who will have complete jurisdiction and right of censorship and right of review over the program itself, not including the technical facilities. It will be the provincial authorities who have the right of supervision on the educational programs themselves?

(English)

Miss LaMarsh: Yes the competition gives education to the provinces.

(Translation)

Mr. Grégoire: And with regard to T.V. and radio programs the CBC could do nothing without the authority of the provincial governments?

[English]

Miss LaMarsh: No. It has nothing to do with the CBC.

The Chairman: Mr. Grégoire, I wonder if I could just make the point that we are going to be having a series of hearings on this whole question very shortly. We hope to have a reference from the House perhaps this week and as soon as we have finished with this Bill we hope to have a long series of hearings examining the whole relationship between federal broadcasting authority and provincial educational authority. The questions at the moment are rather difficult for the Minister to answer because she will be looking to this Committee for guidance on many of these points. So I wonder if you could satisfy yourself for the moment with the implications of the particular reference in this Bill—I think there is only one—to the fact that the Canadian Broadcasting system, Canadian television and radio stations, may have their facilities used for the purpose of educational broadcasting. I think that is as far as this Bill goes.

Miss LaMarsh: Or other facilities that would come under this Act to that degree.

(Translation)

Mr. Grégoire: Mr. Chairman, I am ready to hear the authorities when they come and express their opinion. However, the Minister does represent the government and it is the official attitude of the government that I wanted to hear when I asked the question. It is a very simple question and therefore my last question: will the CBC and I ask the Minister as the official representative of the government will the CBC be submitted to the jurisdiction, to the censorship and to the necessary authorizations...

[English]

Miss LaMarsh: No, no, no. Do not lead but finish the question. The CBC is a...

Mr. Grégoire: The Minister will not let me finish the question.

Miss LaMarsh: ...federal undertaking and it is not going to be subject to anything provincial.

(Translation)

Mr. Grégoire: If I may finish my question.

Will the CBC be submitted to the jurisdiction, the censorship and necessary authorizations of the provincial jurisdictions with regard to the content of the educational programs presented?

(English)

Miss LaMarsh: No, but Mr. Grégoire you are making a mistake when you are talking about the CBC; the likelihood is that it will not be the CBC. And I have said clearly that this legislation cannot affect the fact that the constitution gives responsibility to the provinces in the field of education. We are given responsibility in the field of broadcasting. The CBC is not necessarily at all a part of this in the field of educational television. You keep directing your question to the CBC as to whether the province will be able to censor it.

I only suggest to you that you should also listen to what we said in the House about the way in which this is going to be tackled. ETV was reserved by this Committee last year—I was going over the White Paper—and it has not yet had a chance to hear anyone; there are all kinds of people in the country who want to be heard on this subject. It is not a bill that is being presented by me to the Committee; it is a draft paper of our present thoughts simply because we felt it would be easier if the Committee had something concrete in front of it instead of just diving into this very large field without any kind of form or substance at all.

• (5:15 p.m.)

(Translation)

Mr. Grégoire: Mr. Chairman, I was asking my questions within the framework of the Bill before us.

[English]

Miss LaMarsh: The Bill before us only says that broadcasting is to be within this Act and

that broadcasting, whether it be an educational television broadcasting undertaking or one that we now know as private broadcasting, or public, comes within this bill. But this is the only reference to educational television in this whole Bill.

[Translation]

Mr. Grégoire: But the whole Bill applies to the CBC as much as to other stations, or other networks?

[English]

Miss LaMarsh: Yes, it also applies to the CBC; it applies to private stations; it applies to educational stations when they are on the air.

[Translation]

Mr. Grégoire: So, if I understand well, private stations will be under the provincial jurisdiction for education, as far as program content is concerned but when we come to the CBC, the provinces will not finally have the right of censorship on such educational programs which might come over the CBC?

[English]

Miss LaMarsh: I am afraid that we are quite at cross purposes. I think you would find it very useful to come back when you have this Bill and our draft paper before you so you could take a look at it. I do not know whether or not it is a communications problem but we just do not have a meeting of minds at all on that.

[Translation]

Mr. Goyer: Are we not talking about the possibility of another network, indeed?

[English]

Miss LaMarsh: We are part of that...

Mr. Macaluso: The provinces of Ontario and Quebec just applied for their own ETV channel UHF band. Is that really not the simple way out of it?

Miss LaMarsh: Well it has currently applied for a VHF band.

Mr. Macaluso: I meant VHF band. I am sorry.

The Chairman: I am sure the Minister does not want to pursue this too far because we are going to be doing so under a different

reference. However, the point should be made that the only reference in this Bill to educational broadcasting is in clause 2(i) that:

... facilities should be provided within the Canadian broadcasting system... which is all Canadian broadcasting facilities under this bill

for educational broadcasting.

(Translation)

Mr. Grégoire: But the reference is there, Mr. Chairman, and it is for this reason that I want to know. The reference is in Part I "General broadcasting policy" relating to private stations, to the CBC, to the entire system.

And I just want to know the following principle: when on the air, television or radio, there will be educational programs, whether it be CBC or private stations, will everything come under the jurisdiction and the right of censorship and supervision of the provincial authorities? I just want to get this as a general principle, just as a general measure.

(English)

The Chairman: I will simply try to clarify this. There is no censorship at all of Canadian broadcasting before, now or anticipated by this Bill but each province has the right to determine what materials, including audio visual presentations, go into its schools. That is the case now in every province and I presume that will be the case after whatever federal legislation we pass.

That does not affect what goes out over the air. That is a question of choice by provinces as to what they will receive in their schools.

Mr. Jamieson: I was going to say, for Mr. Grégoire's information, that is precisely the position today. There is educational broadcasting being carried on now through both CBC and the private stations. In all cases the provincial educational authorities concerned, whether it be Quebec or Alberta or Newfoundland, determine the content of those educational broadcasts, whether these go on the CBC or whether they go on private stations and I see no reason why that is likely to change.

• (5:20 p.m.)

(Translation)

Mr. Grégoire: It is precisely what I want to know about this new Act. Will the provin-

cial authorities have the right of supervision with regard to educational programs on television, either for schools or in general?

(English)

The Chairman: This Bill does not change anything in that field.

Miss LaMarsh: That is right.

(Translation)

Mr. Grégoire: Mr. Chairman, I have another question for the Minister. In the former Act, the one that is going to be amended, there was a provision requiring that any T.V. or radio station in Canada had to have a majority of Canadian shareholders. There are private stations at the present time operating under orders in council, the majority of whose shares, in number and value, is not held by Canadians, are in the hands of foreign citizens and residents.

This Bill makes no mention of these at all. Could the Minister say first whether these exceptions for certain stations are temporary, second whether these stations are being asked to regularize their situation within a given time and, third, if action will be taken against these stations which will not have regularized their position under the law?

(English)

Miss LaMarsh: I refer my friend to...

Mr. Jamieson: Is that not covered under clause 22?

Miss LaMarsh: But there is a...

Mr. Macaluso: I was advised it is under clause 22, (1) (a) (iii)

Mr. Jamieson: I am just trying to be helpful.

(Translation)

Miss LaMarsh:

(22 (1) a (3) 2 (b))

2 (b) the Canadian Broadcasting System should be effectively owned and controlled by Canadians so as to preserve and strengthen the cultural, political, social and economic fabric of Canada;

22(1) No broadcasting licence shall be issued, amended or renewed pursuant to this Part (a) in contravention of any direction to the Commission issued by the

Governor in Council under the authority of this Act respecting (iii) the classes of applicants to whom broadcasting licences may not be issued...

Mr. Grégoire: Does this mean that the radio and television stations presently operated by owners who are generally foreigners will continue to operate in the future or whether they will be forced to sell shares so that the radio and television stations become the property of Canadian citizens under clause 2 (b)?

Miss LaMarsh: I do not think so.

Mr. Grégoire: May I make a suggestion to the Minister? In view of the fact that when we were studying the Bank Act, the Minister of Finance forced those chartered banks the majority of whose shares were not held by Canadians to sell up to 80 percent of these on the Canadian market, so that the banks would in time become the property of Canadian citizens. Could the minister not put in this Act the same provisions for T.V. or radio stations?

Miss LaMarsh: Yes, as usual, you have interesting ideas.

Mr. Grégoire: Can we expect this to take place? Because in fact there are only five stations in this case, one in the city of Quebec for instance.

(English)

Mr. Jamieson: Would Mr. Grégoire mind if those interests were bought up by Toronto Broadcasting?

Mr. Grégoire: I hope that Toronto is still in Canada.

The Chairman: We hope that Quebec is, too.

(Translation)

The Chairman: Have you finished, Mr. Grégoire? Mr. Leboe.

[English]

Mr. Leboe: I just have, as usual, some very simple questions. First of all, I was wondering about the regulations under the Act. Through just what channel will the members of Parliament have access to the regulations made under the Act to look them over and to have some say in what the regulations are, if any? They are more important than the Act, you know really, when you come right down to it.

Miss LaMarsh: But it is an independent body and this Act has to give the framework to the BBG. Then we have to appoint the best people we can and they have to make the regulations.

Mr. Leboe: For instance...

Miss LaMarsh: They will be made public as they are presently.

Mr. Leboe: The reason I am asking is because I have a situation in the Province of British Columbia where certain regulations came out under a certain act and when you looked them over, there was only about one-third of them that had actually roots in the act itself and they were completely outside. All the regulations had to be revamped because they did not have roots in the act.

Miss LaMarsh: We hope that this Act will give lots of rooting places.

Mr. Leboe: We will have access to them then so we can discuss them, will we?

Miss LaMarsh: They will be available to the public and to members of Parliament and there is nothing to prevent discussing them but once the Board is appointed, it is up to them to make those regulations. Within the framework of this, certainly if you find regulations which you think are beyond the scope currently of the BBG or, in future, of the CRC, it is a very profitable field for members of my profession.

The Chairman: Is it not fair to say, too, Miss LaMarsh that this Bill requires the regulatory authority to report to Parliament each year and it is assumed that they might come before a Committee such as this for questioning and if you feel that there are areas you should point out to them, that would be an opportunity each year?

Mr. Leboe: This is what I wanted to know.

(Translation)

Mr. Grégoire: Mr. Chairman, I would like to ask two more questions.

In those cases where a licence is granted by the federal or the provincial government, whether it be in the field of transportation or with regard to telephone, communications, etc. those companies are obliged to come before an authority to get permission for an increase in rates or tariffs. With regard to television stations and radio stations, there is a department in Ottawa which, in the same way, limits the granting of licences to operate.

(English)

Miss LaMarsh: That is quite a view but I do not happen to agree with it. It is not like a telephone which has become a necessity and not a luxury and where there is a monopoly. If you do not want to advertise on television you do not have to, nobody makes you do it. I think that would be the only way that you could possibly justify having a hearing take place before private or public stations could change their rates. It would be very interesting to hear a comparison sometime of the rates charged by CBC as opposed to those charged by private stations.

Mr. Jamieson: It certainly would.

Miss LaMarsh: I think it is a pretty esoteric field.

(Translation)

Mr. Grégoire: Since there are only a small number of operating licenses, what would the minister feel about forcing these television stations to appear before the Radio Commission or before some similar authority when they wish to increase their rates? Let me give you an example; the Minister no doubt has personal knowledge of the cases. We know that during election time, television stations feel free to increase their prices. Would it not be proper that at that particular time, when the number of licenses is small and there is practically no competition, for these radio and television stations, as is the case with all other companies provided with licenses, to be forced either by the federal government or by the provincial government to submit any proposed rate increase to an administrative body, to some kind of board?

You tell me that the telephone is a public utility. You will note however that for the merchant or the businessman who have to meet competition, radio and television commercials are also a necessity. In such a case...

(English)

Miss LaMarsh: In my community we have all kinds of television that comes in from Toronto, Hamilton and two or three American stations but we have no television there and all of our very healthy businessmen compete against one another by advertising in the newspapers.

(Translation)

Mr. Grégoire: That may be true, Mr. Chairman, when speaking of the cities of Toronto and Montreal which are situated quite close to the American border. However,

when there are more remote radio and television stations where there may be only one private station, e.g. in regions where a second license was not issued, and where there is no competition—this is the usual case—or where the competition is exclusively between the CBC and a private station, would it not be necessary to set up an administrative board to rule on those increases? If an individual has a television license and is alone in the field are we not giving him a wide open door? All the more because we have not granted any other licence to anybody else; we only allow one. The Board of Broadcast Governors, or the Department of Transport will not grant two licences but one. These organizations refuse to grant two licences in order to do away with competition between different television stations. Here is another example; the Minister gave the example of telephone companies, let me talk about transport companies. There is more competition in the field of trucking, for example than in that of the telephone. Yet, the administration forces the transport companies to submit a request to them when they wish to increase their rates, or when the tariffs must be fixed. The problem is therefore more acute in those areas further removed from the two large centres of Montreal and Toronto. Quebec, for example, where there is but one private station and where we refuse to grant two operating licences, is one such city where there is no competition between stations. Could we not then convince the minister of the necessity of creating an administrative body to fix the rates?

[English]

Miss LaMarsh: That is a very interesting proposition, Mr. Grégoire, but because you go and raise money and are now concerned about spending it, and the rates at which you will have to spend it, I am not proposing to suggest that we should have a regulatory body which will force those rates down in any area in which you wish to buy time.

[Translation]

Mr. Grégoire: I am not talking of lowering the rates, I am speaking of those television stations which have no other competition than that which the federal government allows. In my opinion, these should be forced, when they wish to raise their rates, to submit a request to an administrative body.

[English]

Miss LaMarsh: There is a very considerable competition between the other means of communication and direct selling advertising in newspapers and periodicals, on radio, door to door, and all kinds of things. Nobody requires you to use this particular media if you want to get your selling message over, so I am sorry but I cannot agree with you.

[Translation]

Mr. Grégoire: Then do you not believe such a measure is indicated?

[English]

The Chairman: Gentlemen, I think the time for adjournment has arrived.

• (5:35 p.m.)

Mr. Stafford: Could I ask one more question on that press release?

The Chairman: No, I think we should adjourn for today and on Thursday we

should proceed with a clause-by-clause study of the Bill in the hope that they are passed or amended as we go along. We will ask the Minister and her officials to return at 9.30 o'clock on Thursday, please.

Mr. Jamieson: Mr. Chairman, what is the present status of the Radio Act?

The Chairman: The suggestion has been made that the Minister will not be available next Tuesday so we will ask her to kindly arrange for the experts on the Radio Act to be here on Tuesday morning so that we might then dispose of those sections of the Bill. Is that agreeable?

Some hon. Members: Agreed.

Mr. Macaluso: My question has been answered.

The Chairman: The meeting is adjourned.

APPENDIX "A"

Copy (Translation)

Montreal, Que., November 6, 4:18 P.M.
 The Honourable Judy LaMarsh,
 Secretary of State,
 House of Commons,
 Ottawa, Ontario.

The Secretary of State
 Le Secrétaire d'État
Copy (Translation)

Ottawa, November 9, 1967

Madame, you have recently stated on private and public television that the CBC must be factor in national unity, and whoever is not ready to conform to this aim should leave the corporation. You are already interpreting the bill on broadcasting in a manner which is most disturbing and which compromises the exercise of our profession. We take objection to the wording in a law which reads: The national broadcasting service should...contribute to the strengthening of national unity...We believe that our prime role, as producers, is to reflect and to interpret the living reality in a country. We do not believe that official government thinking is necessarily the kind of objective thinking which should be the basis of political and cultural information. The CBC is obliged to bring to light all forms of power in the sense that it must allow a confrontation of forces and debates on the relative values of any given society. If we are to be the vehicle for or to promote one political line then we are willingly conniving for or to promote one political line then we are willingly conniving with an organ of propaganda. We have at all times refused to do so; we refuse to do so today, when what you are saying is in short, that the Left will be tolerated on the condition that it be reactionary. And in this way our function as producers will remain while governments come and go. And thus will it be as long as "Ici Radio Canada" and "This is the CBC network" are heard by Quebecers, "Canadiens" and "Canadians".

The Association of Producers
 Claude Sylvestre, Secretary

P.S. The Association include CBC television producers in Montreal, Quebec, Ottawa, Halifax, Cornerbrook, St. Johns (Newfoundland), Winnipeg, Edmonton, Vancouver. For the promotion of the interests of "Canadiens" and "Canadians".

Dear Mr. Sylvestre,

I have your telegram of November 6 on behalf of the Association of Producers.

Let me first offer the reassurance, if such is required, that there is nothing in the Broadcasting Act nor is there any intention on the part of the government to in way interfere with the fundamental right of Canadians, whether CBC employees or otherwise, to hold personal and private political views of their own choosing. The issue then is solely in terms of the responsibilities of CBC employees as, in a very real sense, the custodians of a powerful and valuable national asset provided and supported by the people of Canada.

I trust that I am interpreting your telegram correctly in thinking that we are agreed, too, that no CBC employee has the right to use these facilities entrusted to him as a vehicle for promulgating his own political viewpoint, no matter what that might be. Nor has any employee the right to use these facilities in a manner subversive to the democratic process.

As for your role in positive terms, I support, and I believe the legislation supports, your own interpretation that it is "to reflect and to interpret the living reality in a country." I accept that statement, provided you mean by "reflect" an honest attempt to mirror the broad spectrum of Canadian viewpoints, and by "interpret" an honest effort to present and explain these viewpoints with balance and perspective.

Nor can I take any objection nor find any in the legislation to your thesis that the CBC should not be "an organ of propaganda" in promoting particular political policies or points of view of any government, party, movement or indeed of any individual.

The Corporation does have a definite right, indeed an obligation, to ensure that these

various policies and points of view are exposed to the Canadian people. But the decision as to which proposals are to be implemented rests surely with the people who, forming their judgements on the basis of the varied information available from the CBC and other media, express their will through their legislatures and their governments. The Corporation's mandate, in short, is to expose problems and identify options for the people, in a fair and balanced way, but not to dictate solutions or choices to them.

The question then is whether Section 2 (g) (iv) in the Broadcasting Act, in fact, infringes either on the essential independence of the Corporation from particular political policies and pressures or on the equally fundamental requirement that the citizens of Canada have available to them through the CBC a comprehensive and balanced exposition of all available viewpoints.

I think one must look for the answer to this question first and foremost among the reasons why we have a Canadian Broadcasting Corporation, why it was decided in 1932 to establish a publicly-owned broadcasting system and why that system has been supported and re-enforced by succeeding Parliaments continuously since that time. Let me refer to but two of the statements which the then-Prime Minister, R. B. Bennett, made in introducing the legislation in question:

"Canadians have the right to a system of broadcasting from Canadian sources equal in all respects to that of any other country. The enormous benefits of an adequate scheme of radio broadcasting controlled and operated by Canadians are abundantly plain. Properly employed radio can be a most effective instrument in nation-building with an educational value difficult to estimate."

And again:

"First of all, this country must be assured of complete control of broadcasting from Canadian sources, free from foreign interference or influence. Without such control radio broadcasting can never become a great agency for the communication of matters of national concern and for the diffusion of national thought and ideals and without such

control it can never be the agency by which national consciousness may be fostered and sustained and national unity still further strengthened."

The underlining is, of course, mine—to stress the most fundamental fact!—the CBC was created, and has been maintained since, not as an agency independent or neutral from Canadian unity, but precisely to foster and enrich that unity. Or, to use the words of Bill 163-C, "to contribute to the strengthening of national unity."

Certainly the CBC is independent of government. As you so aptly put it, its function remains "as governments come and go." But the CBC never has been and is not now independent from Canada, from the existence of this country as a single sovereign state. In truth, the Corporation draws its own existence from the very fact of Canada.

That does not mean, of course, that the CBC is bound by the concepts of national unity laid down by Mr. Bennett in 1932 or by any other government, past or present. Surely the applicable concept or form of national unity at any point in time is precisely what the people of Canada at that point in time want it to be for that point in time. If the process of nation-building is never ending, so certainly the political arrangements of a single unified state are not bound in time or cement.

As I have noted previously, we agree that the CBC has a right and obligation to contribute to that process by, in your own words, reflecting and interpreting the various viewpoints available at any particular time concerning these arrangements. But in meeting this responsibility, the CBC must act within the bounds of its overall mandate to contribute to the development, not the destruction, of our national unity, whatever particular form the people of Canada might will for it at any given point in our history.

In that context and in those terms, I find nothing in the new broadcasting legislation to contradict the role of CBC producers as you yourselves envisage your professional responsibilities.

Sincerely,
Judy LaMarsh.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations
and/or a translation into English of the French.

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Translated by the General Bureau for Trans-
lation, Secretary of State.

ALISTAIR FRASER,
The Clerk of the House.

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament

1967

STANDING COMMITTEE

ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 2

THURSDAY, NOVEMBER 16, 1967

Respecting Bill C-163,

An Act to implement a broadcasting policy for Canada,
to amend the Radio Act in consequence thereof and to
enact other consequential and related provisions.

APPEARING:

The Honourable Judy LaMarsh, Secretary of State.

WITNESSES:

Mr. H. O. R. Hindley, Assistant Under Secretary of State; and Mr. Fred
Gibson, Senior Advisory Counsel, Department of Justice.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

STANDING COMMITTEE ON BROADCASTING, FILMS,
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Béchard,
Mr. Brand,
Mr. Cowan,
Mr. Fairweather,
Mr. Goyer,
Mr. Jamieson,
¹Mr. Johnston,
²Mr. Laflamme,

Mr. Macaluso,
Mr. MacDonald (*Prince*),
Mr. Mather,
Mr. McCleave,
³Mr. Munro,
⁴Mr. Nowlan,
Mr. Nugent,

Mr. Prittie,
Mr. Régimbal,
Mr. Richard,
Mr. Sherman,
Mr. Simard,
Mr. Stafford,
Mr. Yanakis—24.

M. Slack,

Clerk of the Committee.

¹ Replaced Mr. Leboe on Wednesday, November 15.

² Replaced Mr. Reid on Wednesday, November 15.

³ Replaced Mr. Faulkner on Wednesday, November 15.

⁴ Replaced Mr. Macquarrie on Wednesday, November 15.

ORDERS OF REFERENCE

WEDNESDAY, November 15, 1967.

Ordered,—That the names of Messrs. Johnston, Laflamme, Munro and Nowlan be substituted for those of Messrs. Leboe, Reid, Faulkner and Macquarrie on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

THURSDAY, November 16, 1967.

Ordered,—That the name of Mr. Nowlan be substituted for that of Mr. Macquarrie on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

Attest

ALISTAIR FRASER,
The Clerk of the House of Commons.

The Committee resumed consideration of Bill C-163 and the Minister was examined on Clause 2, Sub-clauses (f) and (g).

At 4.25 p.m., the division bells ringing in the House, the Committee adjourned until 9.30 on Tuesday, November 21.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Thursday, November 16, 1967.

• (9:50 a.m.)

The Chairman: Gentlemen, the meeting will come to order.

The Secretary of State is with us again this morning to answer any questions concerning the clauses of the Bill as we go through them. My suggestion would be that we stand clause 1 now and return to a general discussion at the end of our consideration of the Bill, and that we proceed to clause 2 and go through the Bill in as orderly a fashion as possible.

Before asking for your comments on clause 2, I would like to record my appreciation and the appreciation of the Committee to the Clerk and to the Committee Reporting Service for a first in parliamentary history. Yesterday was something of a milestone for the Conservative Party, perhaps, but for Parliament it was a milestone because for the first time in parliamentary history the Minutes of the Proceeding of a committee came out on the day after the hearing.

Mr. MacDonald (Prince): I would like to thank the Clerk for good management.

The Chairman: The Clerk tells me that most of the credit for this must go to the Committee Reporting Services under Mr. Rogers and Mr. Roussin. I know that people laboured long and hard to do this for us, but I think something the Committee Branch should be aiming for is to have a *Hansard* type service available to committees, particularly committees that are considering government bills. So, thank you, Mr. Slack, and we will look forward to having these each morning following the meeting.

An hon. Member: In French, too, Mr. Chairman?

The Chairman: Well, I do not know whether the French copy was available or not. It was not delivered to me, but, no doubt it will be received a little later.

Mr. Cowan: Mr. Chairman, might I point out, to follow up your commendation of the

Committee, that those minutes are taken by mechanical means. I agree with everything you are saying and the report is available, as you say, the day after the meeting; yet they are still taking hand stenography up in the House for the *Hansard* although mechanical means are available. I believe that all of these reports should be done by mechanical means today. So let us move into 1967. I back you up in everything you have said about that report.

The Chairman: Thank you.

Mr. Jamieson: Does that extend to televising the sessions of the House?

The Chairman: He backs me up on that.

Mr. Jamieson: Can I ask a question? Is it our intention to have all open hearings on this clause by clause study? It is my understanding that generally speaking clause by clause is in camera.

The Chairman: Well, it is up to the Committee.

Mr. Jamieson: I have no objection; I do not mind. I was just wondering, that is all.

The Chairman: I had not foreseen this stage of the hearings being in camera. If, at some point, you want to go into camera to vote on any particular aspect that is up to the Committee, but I was not going to suggest that at present.

Mr. Cowan: Would you want to televise in camera sessions too? I am in favour of open hearings.

The Chairman: Good.

Mr. Prittie: Mr. Chairman, is Mr. Jamieson not mistaken there? The only times committees are in camera are when a steering committee has prepared a draft report and the whole committee goes over it. But it is not normal, I think, in the clause by clause study.

The Chairman: It may be that when we are preparing a report you will want to go

into camera session, but perhaps we can wait until someone feels that is necessary.

Mr. Jamieson: For clarification.

The Chairman: Then I will call clause 2. This clause is open for discussion.

On clause 2—*Broadcasting policy for Canada*.

The Chairman: Do you wish to deal with each subsection of the clause one by one? Clause 2(a). Are there any comments?

Mr. Cowan: If there are no comments I will ask a question.

broadcasting undertakings in Canada make use of radio frequencies that are public property...

Does this in any way affect what is known as community antenna television? They do not make use of radio frequencies; they only receive. The broadcasting stations are making use of the frequencies.

Hon. Judy V. LaMarsh (Secretary of State of Canada): Could I ask Mr. Gibson of the Justice Department to answer you?

Mr. F. E. Gibson (Senior Advisory Counsel, Department of Justice): The term "broadcasting undertaking" is a defined term in clause 3. A "broadcasting undertaking" is defined to include a "broadcasting receiving undertaking" which is a community antenna system and it is our view that it does make use of radio frequencies in that it is a broadcasting receiving undertaking without the use of the frequencies. It could not receive the signal which is the essence of its undertaking.

Mr. Jamieson: How, sir, would you expect us to differentiate between that and the conventional receiver which does precisely the same thing? What is the distinction?

Mr. Gibson: The distinction, Mr. Chairman, if I may say, is in the term "undertaking". The receiver in my set in my living room is not an "undertaking"; that is, it is not in the nature of a business, whereas a "broadcasting receiving undertaking" is a commercial undertaking.

Mr. Cowan: What is the difference? They are both receivers.

Mr. Gibson: They are not both "undertakings".

Mr. Cowan: Well, I undertake to buy a television set. I have a receiver in my televi-

sion set. That is an "undertaking" for our family, especially if you have colour around \$750. I do not see the distinction in any way whatsoever. They are still receiving sets and they are not making use of radio frequencies. The broadcaster is but not the receiver.

Mr. Prittie: I think the proper thing would be for Mr. Cowan to move an amendment when we come to the interpretation, would it not, to try to eliminate the part he finds objectionable?

The Chairman: I think perhaps his question has been answered, but he may want to suggest an amendment here or in another place; I suppose in the definition of "broadcasting undertakings". Mr. Wahn, I think, had a question.

Mr. Wahn: I am not a member of the Committee but I have a question. I am not sure I am asking it under the proper subclause. This subclause says that the "public and private elements" in broadcasting "constitute a single system". I notice that under subclause 2 (g) there is an indication that we want balanced programming from the CBC. Now, is it not important that we should have balanced programming on this single system rather than merely on the CBC?

Miss LaMarsh: That suggestion was made two days ago and I think it is a very interesting point of view. I would like to hear what the Committee thinks about it.

Mr. Prittie: I would like to propose an amendment in that connection.

Mr. Wahn: Well, if it has been dealt with then, perhaps, I could pass.

The Chairman: Mr. Prittie is indicating that he will propose an amendment on this point when we reach subclause (d). Is that correct, Mr. Prittie?

Mr. Prittie: Yes, subclause (d).

The Chairman: Are there any further questions on subclause (a)? Do you want to proceed through these by carrying them or simply moving from one to the other informally?

Mr. Jamieson: I prefer, personally, the informal at this stage. We may wish to go back later and do it formally.

The Chairman: All right.

Mr. Jamieson: The reason I say that, Mr. Chairman, is because if we put an amendment in we may find out something later on inconsistent with what has been changed.

The Chairman: Let us move on to sub-clause (b) then. Is there any question about this or comment?

Mr. Prittie: Yes, Mr. Chairman.

the Canadian broadcasting system should be effectively owned and controlled by Canadians...

Will it be left to regulation to determine what is meant by

...effectively owned and controlled by Canadians

That is, what percentage of shares, for example?

Miss LaMarsh: Yes. You know that there are directions that can be given by the Governor in Council to the BBG, but the BBG will set up the regulations.

Mr. Cowan: The Secretary of State is a lawyer. A company entirely owned by non-Canadians but incorporated in Canada with a head office in Canada, a president who is probably not even a shareholder but who is a Canadian—does that make it a Canadian company even though it is 100 per cent owned outside the country? What percentage can be owned outside the country and the company still classified as Canadian?

Miss LaMarsh: I imagine that it depends upon your definition and the words are "be effectively owned...by Canadians" or controlled by them. I do not think there is ambiguity in the intent or meaning.

Mr. Cowan: The company that the Ford Motor Company of Canada own and that they effectively control is 100 per cent American owned.

Miss LaMarsh: Well, it says "be effectively owned and controlled by Canadians".

• (10:00 a.m.)

Mr. Cowan: Is the Ford Motor Company of Canada a Canadian company?

Miss LaMarsh: Whether it is or not, I do not think it is effectively owned or controlled by Canadians.

Mr. Cowan: It is a Canadian company, though?

Miss LaMarsh: I draw your attention...

Mr. Cowan: I understand they enjoyed corporate assistance.

Miss LaMarsh: It is effectively owned and controlled by Canadians.

Mr. Cowan: It is a Canadian company owned...

Miss LaMarsh: The phrase in the paragraph is not "Canadian company".

Mr. Cowan: It just says "Canadian". A Canadian company is Canadian.

An hon. Member: Canadian controlled.

Miss LaMarsh: It says:

... effectively owned and controlled by Canadians...

Mr. Cowan: Lawyers, of course, have their own interpretations. I think a company that is 100 per cent owned in the United States is considered Canadian in Canadian law.

Miss LaMarsh: It depends on the definition.

Mr. Cowan: Can we get the definition?

Miss LaMarsh: There is no definition as yet.

Mr. Cowan: Oh, I see. Then we are voting on this blind.

Miss LaMarsh: We are trying to enact legislation, Mr. Cowan, we are not trying to tie up every last thing at this stage. It cannot be done. You appreciate the difficulties that are encountered in amending legislation. A number of these things are going to have to be defined by regulation of the CRC and some by direction from the Cabinet to the BBG at the time. These things are much more apt to reflect changing circumstances than trying to tie everything into a piece of legislation which it takes two years to amend.

Mr. Cowan: I am just trying seedily and rather ineffectively to have Parliament do the controlling instead of some board set up by Parliament.

Mr. MacDonald (Prince): Mr. Chairman, if I may intervene, it seems that Mr. Cowan is concerned about the normal legal definition of "Canadian company", whereas I think this clause of the Bill is attempting to get around that by indicating quite clearly that we are

talking about control by Canadians, which is different than simply a legal definition of a Canadian company.

Mr. Prittie: Mr. Chairman, is there a BBG regulation on this subject at the present time which sets out the requirements of the ownership of Canadian radio and television stations?

Miss LaMarsh: I do not know. I will have to enquire.

Mr. Jamieson: Twenty-five per cent is the maximum that can be owned outside of Canada.

Mr. Prittie: So that is presently in existence and I suppose the new Commission would use that as a guide in implementing this.

Miss LaMarsh: There is something in the present Broadcasting Act on this.

Mr. Jamieson: I am not sure if that is a BBG regulation or part of the Act. I think it is in the Act.

Mr. Cowan: Seventy-five per cent can be a Canadian corporation controlled by outsiders.

Mr. Jamieson: No, not at the present time, Mr. Cowan, it has to be individually owned. The actual ownership of the shares must be Canadian to the extent of 75 per cent, but there are a number of exclusions.

Miss LaMarsh: I will read the present section 14 of the Broadcasting Act:

(1) The Board shall not recommend the issue of a licence or grant permission to operate a network of broadcasting stations unless the applicant therefor is

(a) a Canadian citizen, or

(b) a corporation incorporated under the laws of Canada or any province, the chairman or other presiding officer and at least two-thirds of the directors of which are Canadian citizens and at least three-fourths of the shares of which (having full voting rights under all circumstances) belong to

(i) Canadian citizens, or

(ii) a corporation other than a corporation controlled directly or indirectly by citizens or subjects of a country other than Canada.

And subsection (2) is the exemption clause granted to the Governor in Council.

There is a very great difference, you see, in what the current act talks about, which defines a Canadian company both by citizenship and the place of incorporation, but there is no such reference to a Canadian company in the clause which is now before the Committee. It talks about a company which is effectively owned and controlled by Canadians.

Mr. Cowan: Is Famous Players Canadian Corp. Ltd. considered to be a Canadian or American company?

Miss LaMarsh: I know nothing about the ownership of Famous Players except by repute, so I cannot answer that question.

Mr. Jamieson: May I ask the Minister this question. In regard to the new legislation, Miss LaMarsh, does your Justice adviser view this as excluding any possibility of allowing the present exemptions to continue? At the present time there are to my knowledge possibly four or five broadcast undertakings in Canada, which are owned by companies which do not even meet the requirements of the present Act. Would they still retain that special status under this new requirement?

Miss LaMarsh: Mr. Gibson informs me that instructions given by the Cabinet to the BBG can indicate that the prescription does not apply to those already exempted.

Mr. Jamieson: In other words, they would continue to be exempt?

Miss LaMarsh: I do not say they would be; they can be.

Mr. Jamieson: I do not know if the Chairman will permit this question, but it is related. Referring to clause 22 on page 11, the third part of subclause (a) reads:

(1) No broadcasting licence shall be issued, amended or renewed pursuant to this Part...

and so on, to:

(iii) the classes of applicants to whom broadcasting licences may not be issued or to whom amendments or renewals thereof may not be granted;...

Would this be the spot where "by Order in Council" or in some manner a company not owned in Canada could continue to hold a licence?

Miss LaMarsh: The Government will give instructions on classes, and certainly that is the kind of class which the Government could decide should not hold a licence.

Mr. Jamieson: What I am getting at, Miss LaMarsh, is whether or not you are prohibited from doing that by the very precise language in clause 2 (b)?

Miss LaMarsh: The Department of Justice says no.

Mr. Jamieson: All right.

Mr. MacDonald (Prince): May I ask why there was such a change from the very detailed definition in the former Act to this rather general statement that will obviously have to be given some specific lines in the regulations rather than in the Act?

Miss LaMarsh: I am told there are too many loopholes in the other definition.

Mr. MacDonald (Prince): There are no loopholes at all in this one except as they would appear in regulations. In other words, accepting it is true that you consider there were loopholes in the former Act that will not exist under this general statement because they will be more closely screened out in regulations, does this mean that some of the people who hold broadcasting licences as they presently exist will not qualify for licences under the new bill?

Miss LaMarsh: I do not think there has been any determination of that at all. It depends on the instructions of the Governor in Council to the BBG. Such decisions have neither been taken nor even considered at the moment.

Mr. MacDonald (Prince): I expect that the Department of Justice...

Mr. Jamieson: I am still not clear. You say specifically and unequivocally on the one hand that it will be effectively owned and controlled by Canadians, and that is definitely spelled out, but I do not see any other place where it says save and except where the Governor in Council says otherwise.

Miss LaMarsh: It may be that you want to spell this out more clearly, then. Should we look at any such amendments?

Mr. Prittie: Mr. Chairman, it is probably a good idea if we do not formally pass the

clauses now because these questions have been raised and the drafters can take note of them and look at them.

The Chairman: I think Mr. Gibson is making note of this. Perhaps he could discuss it with his colleagues and advise the Minister further.

Mr. H. O. R. Hindley (Assistant Under Secretary of State): May I say one thing, Mr. Chairman. I think the point is that under section 14 of the present Act with this very precise definition that it is, in fact, possible to get around it in various ways. It is a very real problem in broadcasting as well as all sorts of other contexts to know what is meant by Canadian ownership of a corporation and if you put the declaration of policy contained in clause 2 into a statement of intent it then becomes much more flexible to deal with the sort of situation which arises when somebody sets himself up in a way that would otherwise get around the statutory definition. It is intended to be completely flexible here.

• (10:10 a.m.)

Mr. MacDonald (Prince): Let us say there is the even greater danger that where you have a statement of intent and you leave the regulations up to the Governor in Council following the passage of the Bill, I would think it would be unlikely that the regulations, in the first instance at least, will be any more stringent than they were in the previous bill because it would perhaps remove a licence from a number of now operating companies and would seem to do so in a rather arbitrary manner. Therefore, I think, it is to be expected that the regulations that will follow will not be greatly different from the present outline of the former bill.

But the danger I see in this is that instead of tightening up the loopholes, if you like, we may be providing even more loopholes and more exceptional or unusual circumstance which would enable the very thing to happen that I think we would be opposed to. There would be less effective control by Canadians. I would like to see something a bit more specific in the Bill along with regulations. I think there should be a clear-cut definition both in the Bill and following it in the regulations. Perhaps these things can be taken into consideration by the drafting committee.

The Chairman: Would you not agree that once a definition such as the existing one gets

into an act it is very difficult to change whereas, if you make a general requirement in the act and leave the definitions to directions and regulations, they are very flexible and can be adjusted to meet any loopholes that appear?

Mr. MacDonald (Prince): The only thing I would say is that I am not just sure, under law, how you interpret something like effective control. Mr. Chairman, as you know, I am not a lawyer so I am not sure. But it does seem to me that it would make for a lawyer's field day.

Miss LaMarsh: You can do a lot of things and one of the things that was suggested, I think, at the last meeting of the Committee was some reference to the new banking legislation. It depends on the interpretation at the time. Sometimes in this country people want to be more Canadian than at other times.

The Chairman: Mr. MacDonald, I think, too, the point is it would be a lawyer's field day if there were nothing more than such a provision in the act but that is not contemplated. It is contemplated that there will be detailed regulations which will perhaps develop and change from time to time as our concept of effective Canadian control changes.

Mr. MacDonald (Prince): I am not opposed to that; I am just suggesting along with that it seems to me that we should be a bit more specific in the Bill itself.

Mr. Mather: Mr. Chairman, I think we have indicated a declaration of intent. I agree with you that those concerned can very readily draft detailed regulations once we approve in principle this declaration of intent. The clause is left open so we can return to it in future. I think we have cleared the ground pretty well as to what the need is and I think we should pass on to a new clause.

The Chairman: If there are further questions about this clause...

Mr. Cowan: Mr. Chairman, could Mr. Gibson identify one or two of the—what shall I say—people, persons, Canadians or corporations that he states are able to circumvent the present regulations. Who is circumventing them? Are they not observing the regulations now?

The Chairman: I do not think he said anyone was. He said there appeared to be some opportunity, if you examine these provisions carefully, for circumventing the intent; I do not think he suggested that anyone was.

Mr. Cowan: I like it the way it is, controlled by Canadians, because a great majority of lawyers, knowing where their fees come from, consider Canadian corporations as Canadians. I would not want to see it any more specific because this will let Canadian corporations in on an equal basis with Canadian citizens. I would not ask for any more specific wording than is contained in clause 2(b) at the present time, which states: "...effectively owned and controlled by Canadians..." You can always find lawyers to prove that a Canadian corporation is Canadian. I do not agree with it but you can always find the lawyers to prove it.

The Chairman: You are satisfied with clause 2(b) then?

Mr. Cowan: Yes. Do not make it more specific because that will help the business people who want it that way.

Mr. Jamieson: No question that we have to change it then!

The Chairman: We will move on to clause 2(c) then.

Mr. Johnston: Mr. Chairman, with regard to the second part of clause 2(b), once you get past the word "Canadian" it states:

...so as to preserve and strengthen the cultural political social and economic fabric of Canada;

This seems to be a rather tall order and I would gather that it is being controlled by Canadians in order—there is a commission here, too, that they do this—that the consequence does not just follow automatically on the fact that Canadians are going to have it; that in a sense, these lines are meant to represent a charge on the people who do own and control the broadcasting system in Canada. Mr. Chairman, you have said something about simply suggesting and not moving. I would like to suggest an amendment if it is in order to do this. I would strike out lines 13 and 14 and substitute the following:

So as to safeguard, enrich and strengthen the social fabric of Canada within the

political and economic framework as defined by the Constitution and Acts of Parliament.

This would shift the emphasis slightly which at present is equally divided among cultural, political, social and economic. It would discuss the social fabric of Canada and then provide some direction to the CRC—or whatever we call that body—in their interpretation of what was meant by political, cultural connotations of the social fabric of Canada.

Miss LaMarsh: Mr. Leboe made a similar suggestion at our last meeting and I, for one, would have no objection to this. I understand it is only to erase the word "preserve" and substitute for it "safeguard, enrich". Is that correct?

Mr. Johnston: The suggestion I made is a little more sweeping than that. It also shifts the emphasis in a sense because it would read:

So as to safeguard, enrich and strengthen the social fabric of Canada...

Miss LaMarsh: The social...?

Mr. Johnston: Fabric.

The Chairman: Mr. Johnston, I think we should be prepared, in suggesting amendments, to submit them in writing. If you have it prepared perhaps we could then not put it to a vote at this time, but rather leave the suggested amendments until we come to prepare our report and decide on them then. In the meantime they can be examined by the Department of Justice representative and the Minister's officials so that she can be advised about the wording. The suggested amendment is that lines 13 and 14 of the Bill be struck out and that these words be substituted:

so as to safeguard, enrich and strengthen the social fabric of Canada within the political and economic framework as defined by the constitution and acts of Parliament.

Are there any further questions?

Mr. Cowan: Under the present wording you can always preserve and strengthen the present set-up. You would never be allowed to change it. Broadcasting people would not be able to advocate any change except to strengthen the existing economic fabric of Canada.

Mr. Prittie: Would that allow for any constitutional changes that may be made?

Miss LaMarsh: I think the safeguard, enrich, would be difficult to preserve. Mr. Johnson, just at first blush in looking at the amendment, its operative part is to strengthen the social fabric of Canada.

Mr. Johnston: Yes.

Miss LaMarsh: And the rest of it deals with the constitutional framework. I think really the purpose of this intends to do much more than strengthen just the social fabric.

Mr. Cowan: The present set-up is so perfect you would not be able to change it; you can only strengthen and preserve it. That is the way the wording reads now.

Miss LaMarsh: I agree with what Mr. Johnston has said. I like "safeguard and enrich" better than "preserve" myself.

Mr. Johnston: Mr. Chairman, in reading this over if you attempt at one and the same time to preserve and strengthen the cultural fabric, political fabric, social fabric and economic fabric you are going to have a tartan of conflicting fabrics here. Possibly if you just did the safeguarding, enriching and strengthening of the social fabric—in other words, the lives of the people of Canada, in a sense—within this political and economic framework it would allow some scope for interpretation. But it seems to me at the present time, for example, that if you charge the broadcasting system with strengthening the economic fabric of Canada there would be a demand for cutting back very extensively in the amount of public moneys provided to the CBC because the economic fabric seems to be somewhat shaky at the moment; that you would not always charge the broadcasting system with, in a sense, doing all of these things simultaneously but of being concerned about the one social fabric in relation to the other aspects.

• (10:20 a.m.)

The Chairman: Mr. Mather.

Mr. Mather: I like your suggestion on this but we can go into it later when we have copies before us.

The Chairman: Yes; I think it would be useful, while we are still here, to have from

members any comments that they might wish to make on this part of subclause (b).

Mr. MacDonald (Prince): If I may add one word, for these words "strengthen and reserve", or "safeguard and enrich", I would like to see substituted a word to give effect to the idea of development; something to the effect that it is not just a matter of maintaining what we have, in other word but of contributing to the continuing development of the social, economic and political fabric of the country. Perhaps that could be kept in mind by the draftsmen as they review this section, so that they may find some word that would be more dynamic.

The Chairman: If there is no further discussion of subsection (b), is there any question about subsection (c)?

Mr. Jamieson: Yes, Mr. Chairman. I know what is intended here but I would like to see the wording changed somewhat. It says that those who have

...broadcasting undertakings have a responsibility for the public effects of the programs they broadcast...

It is obvious that there is a responsibility on the licensee, but how does one determine the effects of the material broadcast? If this is going to be something which later, in the Bill, can be interpreted so that the CRC can pass judgment on the effects in terms of the levying of fines, or the imposition of other restraints on broadcasters, it seems to me that this wording is rather broad. I do not know how you measure the effects of material broadcast. I think we are reverting to the whole question of national unity, and all the rest of it. There are as many effects, presumably, as there are people to react to a broadcast.

Miss LaMarsh: Yes, Mr. Chairman; it is my recollection that in discussing it we were dealing with more than just a responsibility in law, but that a broadcaster has to accept the fact that the medium he is employing is a very volatile one, which has a tremendous impact on the watching and listening public, and may have a far more violent effect flowing from it than from simply reading a newspaper. You know, I suppose, that riots have been started as a result of a broadcast. There was that Orson Welles radio broadcast many years ago, about Mars, or whatever it was.

The effects that it had on the listening public were that some people died of fear and others left their homes, and did all sorts of things. All this subsection is doing is trying to impress upon the person who operates this medium what a very explosive thing he has in his hands; he must be aware that he is responsible for its effect.

Mr. Jamieson: I do not argue the potency of broadcasting, Miss LaMarsh. What I do say is that I think that in many respects the broadcaster cannot be responsible for the effects of the material broadcast. I can think of the broadcaster who follows through on the next item, which is the right to freedom of expression, and so on. The two may well be in conflict. In other words, if you are going to provide freedom of expression is the broadcaster, then, in terms of this wording here, really responsible for the effects of that?

This is a very basic point. We have noted the argument in the United States about the coverage of riots, and the possibility that this results in an expansion, or an extension, of that kind of violence. But wording which places the responsibility on the broadcaster for the effect is, in my opinion, wrong.

Miss LaMarsh: Well, it is intended to indicate that a broadcaster can, from one camera angle or 10, cover a thing impartially and flatly so that it is a mirror of what is happening, or, in effect, by cutting his film and using only certain things, can give a completely different impression of what is going on in order to create an effect. We are saying: The effect which he has created he is responsible for. It was thought that this should be within the legislation. I do not think this necessarily impinges on freedom of expression which permits comment on anything.

Mr. Prittie: Could it mean that he is legally responsible for the effects of something he broadcast? I am referring to your statement of the other day.

Miss LaMarsh: He is anyway, in law. If he publishes a libel, or anything else, he is responsible for it.

Mr. Prittie: I do not mean that. You referred to the von Thadden affair the other day. You said that you advised the CBC that civil disturbances could result if he were

brought to Canada. Suppose the broadcaster did this and, as you suggested, some heads or windows got broken. Is the broadcaster liable to be sued under this clause for the effect of what he has done?

Miss LaMarsh: I do not know whether this clause would give rise to a cause of action; I doubt it very much.

Mr. Gibson: It is declaratory.

Miss LaMarsh: Mr. Gibson says that it is declaratory; it should not be a cause of action for a civil suit.

Mr. Jamieson: I could understand wording to the effect—and I am making this up as I go along; I would much prefer to leave it to the Department of Justice—that broadcasters have to broadcast in a responsible manner. Something like that conveys, I suggest what we feel...

Miss LaMarsh: That is what this means. Is the Committee of the opinion that that is any clearer?

Mr. Jamieson: Well, I certainly think that it is different, in that you could defend that you were acting responsibly even if some of the effects of what you broadcast were not what some people regarded as being salutary, in the sense of giving opposite or conflicting points of view or reporting objectively on an event that had some inflammatory potential. But to say that the broadcaster is responsible for the effects of what is broadcast is, I think, carrying it too far. Certainly we are not responsible for the effects that stem, for example, from the interviewing of people on the air.

Miss LaMarsh: Well, do you think that to have a responsibility for the public effects is different from being responsible?

Mr. Jamieson: Yes; I think it is.

Miss LaMarsh: You think that it is.

The Chairman: Mr. Brand.

Mr. Cowan: Would he be held responsible for the people who become sick looking at some of the CBC programs?

The Chairman: Mr. Brand.

Mr. Brand: Actually, Mr. Jamieson dealt with the point that I wanted to bring up. You mentioned that this was declamatory, or...?

The Chairman: Declaratory.

Miss LaMarsh: Declaratory.

Mr. Brand: I am not a lawyer. Could you perhaps explain what you mean by its being simply declaratory?

Miss LaMarsh: Well, it states what the situation is, or ought to be. It is not a section upon which someone may found a cause of action in order to commence a civil suit; nor, of course, a criminal suit.

Mr. Brand: So despite that, the fact is that this is worded in a way which would suggest that you could indeed found a civil suit on it. That is why I like Mr. Jamieson's wording much better.

Mr. H. O. R. Hindley (Assistant Under Secretary of State): Mr. Chairman, I really think that Mr. Jamieson's wording does not make any difference. You are still using the word "responsible", which means that you are answerable for what you do.

Miss LaMarsh: So that if the Committee prefers that phraseology to this...

• (10:30 a.m.)

Mr. Jamieson: If that is the case I am not so sure that I do prefer it, or even like it. The point is that I know from experience that although these are declaratory statements, and so on, they have a tendency to guide those who ultimately make regulations. I would not want, and I do not think any one of us would want, to have regulatory bodies saying: "Look, there were X number of people who did certain things as a result of a broadcast and the broadcasters therefore are responsible for that action which followed the presentation of a particular program or series."

The Chairman: Mr. Laflamme.

Mr. Laflamme: I would like to say that I do not see the point raised by Mr. Jamieson. We talked about the freedom of expression and we talked about the responsibility of the effects on the public of the subjects chosen by those people working in the CBC or any broadcasting system.

The Chairman: I would like to introduce to the Committee Mr. Hindley, who has been answering some of these questions. I do not think I did him the courtesy of introducing

him to the Committee. May I present Mr. Henry Hindley, who is the Assistant Under Secretary of State and who is particularly interested in the field under discussion. Also present is Mr. Fred Gibson, who was with us at the last meeting and who is the senior Advisory Counsel with the Department of Justice.

Mr. Brand, do you have a question?

Mr. Brand: I am curious to know, since broadcasting undertaking as such is described later on in the Bill, whether the CATV type of thing would be included. They are only receiving the signal and rebroadcasting it; and yet presumably, as we will see later on in the Bill, they are to be held equally responsible even though they have nothing to do with the emission of the actual broadcast. It puts them in a rather peculiar position so far as responsibility is concerned, since in effect they are only a receiving system rather than a broadcasting system, although they are defined as a broadcasting undertaking. Therefore, in the matter of responsibility, how do you get around this?

Miss LaMarsh: It sounds like a good point to me. I will be interested to hear what Mr. Gibson has to say.

Mr. Gibson: Mr. Chairman, I agree that "persons licensed to carry on broadcasting undertakings" is a phrase that would include the operators of community antenna television systems. This is a distribution system that is distributing program material to the public and the implications would be the same whether they be distributed by a person who merely accepts the broadcast off the airwaves, or whether he in fact initiates it. That is how the clause reads at present.

Mr. Brand: Well, then, the word "responsible", or whatever word you want to use, is a bit strange here. Let us say some dreadful program comes over and incites a riot. It is deliberately sold by the particular station that puts it out and suddenly they realize that this program is coming over and they cut it off the air themselves, if they can—and I presume they can—and yet after they have done it the program is after the fact. What then? How can you, in all fairness, say they are responsible?

Miss LaMarsh: This is the same kind of responsibility that currently exists in the

general law. If I am sitting in a television or radio studio and am guilty of a libel, then not only am I liable for the libel, but so is the means of publishing, the station that is putting it out. It is the same as if I write something for a newspaper or a periodical that is libellous. I am as responsible as is the means of publication.

Mr. Prittie: No one sued you last week.

Miss LaMarsh: There is always a defence in any defamatory action and that is the truth.

The Chairman: Mr. Laflamme.

Mr. Laflamme: I do not know if it is the end of the discussion, but to me it seems academic. The right to choose means the responsibility to choose. It goes with it.

The Chairman: Mr. Wahn.

Mr. Wahn: Mr. Chairman, my main concern is that we should know and understand the meaning of the words we are using, and I would like to ask our legal adviser...

Mr. Cowan: That will be a big forward step, Ian.

Mr. Wahn: ... what the meaning is in this context of "responsibility". Does it mean legal liability? And secondly, what is the significance of "public effects" as distinct from "effects"? What is the meaning of "public effects"?

Mr. Gibson: Mr. Chairman, in my view the meaning of the term "responsibility" in this clause, which is again a declaratory provision, is limited by the closing words of the paragraph, subject only to generally applicable statutes and regulations; that is, the right of freedom of expression is unquestioned, subject only to generally applicable statutes and regulations. The responsibility that is declared to be placed on the broadcaster by this paragraph is a moral responsibility; it is not a legally enforceable responsibility as such under this clause. This is declaratory of the fact that he is responsible, but anyone choosing to enforce that responsibility against him must find some other source of action, not this clause itself.

I think this is reinforced by the term "public effects" as opposed to "effects". This goes

back to Mr. Cowan's comment about someone becoming sick as a result of a particular program which may have affected him...

Mr. Cowan: Not singular; I did not use the singular.

Mr. Gibson: Sorry, sir. Well, may I use the singular then? The effect of a program on an individual is not a responsibility that lies with the broadcaster. It must be a public effect, that is, it must be a generally applicable effect, rather than a specifically or individually applicable effect.

Mr. Jamieson: I do not want to split hairs here, but what about the fellow who is liable as an individual? Surely there is a responsibility on the broadcaster there too, is there not.

Mr. Gibson: I am sorry, sir, but I do not quite get the implication of your question. Certainly there is a responsibility on a broadcaster who commits libel, but not under this clause.

Mr. Cowan: Mr. Chairman, I would like to point out that Mr. Jamieson says he does not want to split hairs. Well, I have seen a lot of split lips over the public effects of broadcasting of hockey games and of professional boxing when they are visible in taverns. I will admit that the operators of the taverns...

Miss LaMarsh: It may not be the broadcaster's responsibility.

Mr. Cowan: ...shove these people out on the public street, but if that is not a public effect of the broadcasting, what is? I do not see how the broadcaster can be held responsible for what is coming over the airwaves. He did not create it. The effect on the people who saw it in the tavern is something that no broadcaster—of course I do not want to admit anybody ever looks at a New York program—any broadcaster in Chicoutimi or Winnipeg or Calgary is putting on the air that is being viewed thousands of miles away on receiving sets that he knows nothing about.

The Chairman: I think Mr. Gibson said that he was not suggesting this clause would hold them responsible; it simply says that they are and does not assign any legal liability.

Mr. Cowan: I do not need to add that he is a lawyer.

The Chairman: Mr. MacDonald.

Mr. MacDonald (Prince): I would like to go back to what Dr. Brand raised a moment ago, because it concerns me. Apparently it is accepted that under this, the cable television people would be responsible for the public effects of the programming which they were receiving and passing on to their customers. It strikes me as a rather strange departure. I think we are agreed that there should be a licensing procedure for the cable television, but it does seem to me that we place on them, then, a responsibility which does not make sense, in my view, at least.

The Chairman: As I understand Mr. Gibson's advice, he says this does not place on them a responsibility in a legal sense; it simply recognizes that there is a responsibility. Does it go any further than that, Mr. Gibson?

Miss LaMarsh: It is a point I think we would like to think about, because it did not occur to me or to anyone in drafting. I do not know whether it did in Justice, but I would like to reserve an opinion, Mr. Chairman.

• (10:40 a.m.)

Mr. Johnston: Mr. Chairman, I have some remarks to make that might be of assistance. This would be an amendment by inserting after the word "public" the words "good and the". The clause would then read:

... persons licensed to carry on broadcasting undertakings have a responsibility for the public good and the effects...

This would enable one to sort out "public" and "private", which seemed to be in issue a few minutes ago.

The Chairman: Yes, that was a suggestion that Mr. Leboe brought to our attention. Do you have it in writing?

Mr. Johnston: Yes.

The Chairman: That would be helpful.

Mr. Jamieson: Mr. Chairman, it might be of some use to the draftsmen if they were to recall, in relation to the problem raised by Dr. Brand, that there is a network-type agreement between a network operator and affiliated station which saves the individual affiliate from responsibility. It is conceivable that the same kind of thing might be worked

out with a cable operator. I do not know about that because it would involve Americans, but certainly in Canada...

Miss LaMarsh: That kind of an agreement saves them from legal responsibilities.

Mr. Jamieson: The network assumes responsibility for those programs which are emanations of the network. In other words, the individual station is not responsible. It may be responsible in law but in fact the responsibility...

Miss LaMarsh: It is saved harmless.

Mr. Jamieson: That is right, from anything over which it has no jurisdiction.

Mr. Brand: So far as the CBC affiliates are concerned, if a program emanates from the CBC studios in Toronto, let us say, which creates a public riot in some area of the country which is carrying the program through a CBC affiliate and which, according to the regulations, they must carry as part of their responsibility as an affiliate, would this then save them harmless from...

Mr. Jamieson: That is right. There are two things to consider, Mr. Chairman. One is that in an affiliation agreement, which at present must be approved by the BBG, the affiliate must undertake to carry the program whether he agrees with it or not. In other words, he waives all responsibility but, by the same token, the network saves him from any actions that may result.

Miss LaMarsh: Is that also the case with CTV?

Mr. Jamieson: Yes. It is slightly different because it is a mutual but the same principles applies. As I understand it, it does not apply in law, Miss LaMarsh; an individual station can still be sued but if it loses the network then pays the shot.

The Chairman: I gather that the Minister would like to give some further thought to this provision. Perhaps we could move on.

Mr. Richard: Mr. Chairman, I would like to add a word. Perhaps I do not understand this clause. It reads:

... all persons licensed to carry on broadcasting undertakings have a responsibility...

Is it intended to say, "are responsible for the public effects" or "have responsibility" or

"are responsible"? Why not say, "are responsible"? What is "a responsibility"?

The Chairman: This wording is going to be re-examined.

Mr. Richard: If you mean "our responsibility" I think you should say so and not say "have a". What is "a"?

Mr. Cowan: Mr. Chairman, I know we are examining clause 2 (c), and I do not want you to think I am jumping, but over on page 15, clause 29, we have the celebrated \$100,000 fine limit. I understand that under that clause the CBC stations cannot be fined, only the privately-owned stations. Does clause 2 (c) only apply to privately-owned stations, as the CBC stations cannot be subjected to penalties?

The Chairman: What is the clause under which the CBC is exempted from this?

Mr. Cowan: We were told during discussions of this Bill that the CBC stations would not be fined; they would simply go to Parliament and ask for money to pay the fine.

The Chairman: I wonder if you could point to the clause where that...

Mr. Cowan: I was just believing what I heard. Perhaps I made a mistake there.

Mr. Prittie: The clause we are discussing applies to all broadcasters.

Mr. Cowan: Including CBC stations, that is what I am trying to...

The Chairman: Yes, I believe so.

Mr. Cowan: All right. I do not want to see any exemption for CBC as compared to the private operators.

The Chairman: I have not seen any in the Bill. I may have missed it.

Mr. Hindley: It says the fines are only for breaches of the regulations and they apply to everybody.

The Chairman: Did you hear what Mr. Hindley said?

Mr. Cowan: Yes.

Mr. Hindley: A fine can only be inflicted through the ordinary courts for a breach of the regulations, not for failure to comply with the conditions of licence.

Mr. Cowan: Statements have been made that CBC stations would not be subject to the \$100,000 fine because they would have to go to Parliament to get the money, and what is the game?

Mr. Prittie: According to the advice we just received nobody is subject to court action under this section.

The Chairman: Could we now proceed to subclause (d).

Mr. Prittie: Mr. Chairman, I indicated that I had a couple of amendments, to subclause (d). I would only make them if the first amendment which comes farther down was not accepted. May I proceed on that basis and suggest the first amendment, and then...

The Chairman: Yes, please do.

Mr. Prittie: It has to do with subclause (g) (iv). This was the point I raised the other day about the words "national unity" and I remind members of the Committee that subclause g (iv) only deals with the CBC. It speaks of "the national broadcasting service", which is the Corporation established by Parliament and the subclause gives that Corporation certain responsibilities. I took exception to that and said I was not easy about subclause (g) (iv) on page 2, which reads:

contribute to the development of national unity...

I suggested that this could perhaps be dangerous at some time in the future if Parliament decided what national unity meant and the broadcasters did not fall into line with what the government of the day meant. I gave some illustrations of the fact that I do not think we can agree in Parliament what national unity means between parties or even within parties. If we cannot do this I do not see why we should put this responsibility upon the broadcasters. I would point out that the rest of clause (g) is fairly realistic, that is, it is capable of implementation. It reads:

(i) be a balanced service of information, enlightenment and entertainment for people of different ages, interests and tastes...

You can do this by programming. Subclause (ii) speaks of extending the service to all parts of Canada as public funds become

available. This is entirely possible. Subclause (iii) speaks of it being in English and French and serving the special needs of geographic regions. That is all possible. However, the "national unity" part is really very nebulous and I thought it contained a possible danger. If we cannot define in Parliament what we mean by it what can we expect of the broadcasters? My first amendment which I have written out, I will not move formally but I will give you notice of it, and it is that in clause 2 (g) (iv) the words:

contribute to the development of national unity

be eliminated so that it would simply read: and provide for a continuing expression of Canadian identity;

If that is not acceptable I have another...

The Chairman: Would you like to proceed and tell us your proposal for clause (d) in the event that that was not accepted.

Mr. Prittie: All right. If my suggestion concerning clause (g) (iv) is not acceptable and the Committee and Parliament feel that the national broadcasting service has a responsibility for national unity—whatever that may mean—then I think that is important enough to be placed upon all broadcasters and I would amend clause (d) at the top of page 2 to include that. The amended clause would then read:

the programming provided by the Canadian broadcasting system...

I will add that "system" means public and private.

the programming provided by the Canadian broadcasting system should be varied and comprehensive, should contribute to national unity and should provide reasonable opportunity for the expression on conflicting views on matters of public controversy, and the programming provided by each broadcaster should be of high standard, using predominantly Canadian resources.

If national unity is important then it is an important responsibility for all broadcasters. For example, many people are concerned that the French network of the CBC is not contributing to national unity. Do these same people also feel that it would be quite all right if a separatist bought up a private

station and did whatever he could for national disunity? The point is that if it is important it is important for all broadcasters. However, I do not like it because it is so nebulous and it can mean different things to different parliaments and different governments at different times.

I have written the amendments out and I will leave them with the Clerk.

• (10:50 a.m.)

Mr. Hindley: Mr. Chairman, may I make a comment here. I think the right place for such an amendment would be slightly lower down in the subclause because the distinction in this subclause is that programming provided by the system should be comprehensive. This does not necessarily mean that every private broadcaster has to cover the whole range of programs. So that if you want to put this in, it should really be: "and the programming provided by each broadcaster should contribute to national unity".

Mr. Prittie: What line is that?

Mr. Hindley: In line 5.

Mr. Prittie: I see.

Mr. Hindley: In line 6.

Mr. Jamieson: Of subclause (d)?

Mr. Hindley: Of subclause (d). I am simply making a distinction. If you want to put it in, the right place to put the responsibility is on the broadcaster and not on the system, because this clause is purposely drawn so that the Commission does not have to insist on totally comprehensive programming from every broadcaster. You may get a situation where you have half a dozen radio stations and they would agree that they should specialize. But if you want every broadcaster to have this national unity in mind, it must come in at about line 6 rather than at line 3.

Mr. Prittie: May I add one word on this clause? May I ask why the word "should" appears in subclause (d) and the word "should" appears in subclause (g) rather than "shall"?

Mr. Hindley: These are statements of intention, sir. You can say there shall be a Canadian broadcasting system and then you say that it should provide good programming. I do not think you can legislate good programming.

The Chairman: You are suggesting that in the cases where you can legislate you have said "shall" and in the cases where you cannot, you have said "should".

Mr. Hindley: That is the general intention I think.

Mr. Prittie: It is no secret that ACTRA have suggested to members of the Committee and perhaps to the Minister herself that they wonder about this part "should" and then "using predominantly Canadian resources". Again, is this not one place where perhaps we could put "shall"? It does not mean all Canadian resources but that when they do their programming, they shall use predominantly Canadian resources. This is one place where you could use the word "shall".

Miss LaMarsh: In (d) "shall be of high standard, using predominantly Canadian resources". Is that what you are suggesting?

Mr. Prittie: We just had an explanation why the word...

Miss LaMarsh: Yes, but I am asking you where you want to put the "shall"?

Mr. Prittie: Well, it would have to be tied in with the part "using predominantly Canadian resources" and I have not worked out the wording.

Miss LaMarsh: Oh, I see.

Mr. Prittie: You perhaps could leave it to read "should provide reasonable opportunity for the expression of conflicting views on matters of public controversy" and then I think perhaps later "shall" might come in to give a direction about using predominantly Canadian resources.

The Chairman: I think Mr. Gibson wanted to comment on that suggestion.

Mr. Gibson: Mr. Chairman, as Mr. Hindley has said, this clause is again directory and is primarily directory to the CRC, the Canadian Radio Commission, in attaching to the license of each broadcaster conditions that are appropriate in the circumstances of that broadcaster. It may be that the appropriate place for the use of the word "shall" is in the conditions of licence of the broadcaster rather than in the directory phrase in the legislation itself. Certainly in carrying out its objects the CRC will have to keep this direc-

tory statement in mind with respect to each broadcaster and perhaps will put a mandatory condition in each case in the licence of the broadcaster.

Mr. Berger: I would like to point out, Mr. Chairman, that there is quite a difference between the English version and the French version of the third line, which reads:

...should provide reasonable opportunity...

While in French you just say:

[Translation]

... should provide the opportunity...

[English]

I like the word "reasonable" in English, which is not included in French, but "reasonable" to me is not quite reasonable enough. I have a word which in French is "équitable". Is it equitable in English? I think it should read: "should provide equitable opportunity for the expression of conflicting views" because in referring to the French network, this is what I am complaining about. Most of the time it is not reasonable and it is not equitable. In French you just have:

[Translation]

...should provide the opportunity...

[English]

And I consider that they have too much possibility. I would like to have it more equitable. I was just wondering if "reasonable" should not be changed to "equitable" and included particularly in the French version of this Bill.

Miss LaMarsh: When you say equitable, Mr. Berger, do you mean minute for minute and hour for hour, which is what the real meaning of equity is?

Mr. Berger: Well balanced, if I may express myself that way. I think that there is a bias there and that it is not well balanced. It is too much on one side. When I say equitable in French, I have in mind well balanced. In French you just have:

[Translation]

... provide the opportunity...

[English]

But how? Too much on one side or not enough? It is not expressed here. In English,

at least you have "reasonable" which does not appear in the French version. Because of the trouble I think we have with the French network, this should be emphasized more. That is my opinion; now I will leave it up to you.

Mr. Hindley: Would "équitable" be the proper word for "reasonable"?

Mr. Berger: Well, I will ask my friends here who know the French language.

Mr. Hindley: I think, subject to what Mr. Gibson has said, that equitable is a much more precise thing than reasonable.

Mr. Berger: Yes, I think so; that is what I say. But not even "reasonable" appears in the French version; and I would suggest that we put "équitable" for more emphasis. Maybe I am wrong.

Mr. Hindley: I think there was no intention here that they should absolutely have equal time or something of this sort...

Mr. Berger: No.

Mr. Hindley: That is the reason for the use of the word "reasonable" in English.

Mr. Berger: "Equitable" means "equal", then?

Mr. Jamieson: Mr. Chairman, in the English translation "equal" would certainly not be an appropriate word, whatever it would be in the French version. If you used the word "equal", you could have a situation such as they have run into in the United States and which they have been trying to get rid of for years; where any crackpot who wants to run for President can demand exactly the same amount of time as President Johnson.

Mr. Cowan: God forbid.

Mr. Jamieson: Yes. But the point is that it is a bad word in terms of the definition.

Mr. Johnston: Subclause (d) on page 2 at the top is an area in which, as you know, I have expressed an interest at previous sittings of this Committee. And again I have some suggestions for amendments here. The first two are only to shift words in subclause (d); deleting the word "reasonable" in line 3, page 2, and deleting the word "the" in line 4

and substituting there the word "reasonable", which would provide the opportunity; but what was done then would have to be reasonable. Certainly, as has been pointed out, this business of demanding a balance creates danger because in the context of an extreme view a balance need not be reasonable. The reasonable thing might be to provide far less opportunity for one view than for the other.

Then to go on: insert the words "in good taste" after the word "standard" in line 7. This would touch an area that I think causes the public more concern than anything else because so much that is presented as being of tremendously high standard is frequently of such poor taste that the areas are two things that come into sharp conflict.

Mr. Jamieson: Who determines what is good taste?

Mr. Johnston: Well, this is always a good question but it does not remove the obligation to attempt somehow to do something about the level of taste. I know it is a sensitive and difficult area but it still does not prevent us from trying to do something in an area that the public is keenly concerned about.

Then I would add after the word "resources" in line 8—you will recognize this attempt again, Mr. Chairman—"recognizing that the power of broadcasting is such that it should not be placed at the disposal of those advocating political and social ideas clearly damaging to society, peace and good order."

The Chairman: Do you have that in writing?

Mr. Johnston: I have.

Mr. MacDonald (Prince): I would not be very keen on that, if I may just register my own objection to that particular phrase.

Miss LaMarsh: I am afraid I am not either.

• (11:00 a.m.)

The Chairman: Gentlemen, it is now eleven o'clock. The room is available for us to continue if you wish to do so. We may not be able to meet this afternoon if the capital punishment debate is coming to some sort of conclusion.

Mr. Prittie: I propose that we go on until 11.30, Mr. Chairman.

An hon. Member: The Health and Welfare Committee meets at 11 o'clock.

The Chairman: I appreciate that some members may have to leave to attend other committees. I am in the hands of the Committee, if you wish to continue for a while.

Mr. Laflamme: Let us continue until 11.30 anyway.

Mr. Cowan: I am going to Health and Welfare. I ask that you lay subclause (e) over till some morning session when I may be here.

The Chairman: We are not passing these, Mr. Cowan. We will bear in mind that you have not had an opportunity to comment on it.

Mr. Cowan: Might I ask one question? About this using of predominantly Canadian resources, is the World Series on CBC a Canadian resource?

Miss LaMarsh: No, no.

Mr. Cowan: Would Philadelphia playing Minnesota in the NHL be a Canadian resource?

Miss LaMarsh: No, but Robert Goulet singing in a musical outside the country might be Canadian.

Mr. Cowan: What about Lorne Green of Toronto shooting it up in Bonanza. What is he—Canadian?

Miss LaMarsh: Well, I do not know whether he is a Canadian resource any more.

Mr. Cowan: I have not been able to hear very much with this Ottawa fan sitting beside me. But when you have these American players on the Ottawa Rough Riders team playing American players say from the Calgary Stampeders, the proportion being nine to three, is that a predominantly Canadian resource?

Miss LaMarsh: I do not know.

Mr. Cowan: I have to go to Health and Welfare. We have another abortion over there!

The Chairman: May I ask the Minister if it is intended that the words "Canadian"

resources" refer to both human and financial resources?

Miss LaMarsh: Yes; of course, its primary interest is in humans.

Mr. Wahn: Mr. Chairman in subclause (a) it is stated that broadcasting undertakings constitute a single system. This was emphasized in the Fowler Report, as well. I presume it is really the basic principle behind this legislation. Therefore, is it not inconsistent to make such a distinction, as we do later on here, between subclauses (d) and (g)?

What I am suggesting is that these subclauses (d) and (g) be combined and made applicable to the entire Canadian broadcasting system, so that, for example, balanced programming could be provided by the system as a whole rather than necessarily by the CBC itself.

As it now stands, the establishment of separate clauses (d) and (g) almost indicates a legislative intent to parallel services across Canada instead of co-ordinating them. This could be avoided, I think, if we combined subclauses (d) and (g) and declared that the service provided by the Canadian broadcasting system should be varied and comprehensive in accordance with the wording in subclause (d) and then go on to provide that there should also be a balance of service and information, entertainment and so on as in subclause (g). This would provide the opportunity of looking at the service as a whole, the co-ordinated service provided both by private and public facilities; and the test of compliance with this declaration would then be met by looking at the system as a whole—as a single system—rather than by looking at two separate systems, private and public.

I can best illustrate what I mean by saying that if, on a Sunday night, you do not want to watch Bonanza, which comes over CBC-TV, you can switch over to the Smothers Brothers on the CTV network. I do not know whether or not this is the type of balanced programming that we have in mind but I think it would be better, instead of having eight entertainment at the same time on both networks, to have a choice.

Therefore, my suggestion is that probably subclauses (d) and (g) could be combined and be made applicable to the Canadian broadcasting system as a whole, which would include both the public and private facilities.

Miss LaMarsh: Are you suggesting that upon putting it all together to deal with the system the BBG should be able to say specifically for every program: "Well, CTV is doing 10 per cent today on sports. It will not be necessary for CBC to do anything on sports today"?

Mr. Wahn: That might be the result, if that were desirable.

Miss LaMarsh: CBC will do religion today and...

Mr. Wahn: One would look at the system as a whole to see whether these highly desirable qualifications applied to the system as a whole rather than to one or the other.

Miss LaMarsh: I have a feeling that it is not practicable. Licences are issued by the BBG with certain conditions. One licence may be granted today and another one six months from now. I do not see how it would be even remotely possible for the BBG to try to balance the whole system.

Mr. Wahn: This is a declaration of what you desire. Whether or not you can achieve it in practice is another question, but you are declaring what is a desirable system. Surely you must look at the system as a whole, not at the two single portions of it?

Mr. Prittie: Mr. Chairman, this is an important point. I do not know whether I agree with Mr. Wahn or not. He mentioned two entertainment programs between nine and ten on Sunday night. We frequently hear from TV columnists the complaint that "W5" and "The Way It Is" come on at the same time and that people have to keep switching back and forth. However, I believe both the CAB and the CBC in their appearances before the Committee suggested that it is neither practicable nor desirable to have that kind of regulation imposed upon them.

Mr. Jamieson: Mr. Chairman, may I interject here? I think Mr. Wahn and some other members of the Committee—I will not say they are falling into a trap—are making a common error, if you like, in thinking about it as being a private sector—a monolithic kind of structure—and a public sector. The draftsmen, if I interpret them correctly here, were setting out responsibilities for the CBC as an entity. It is an organization, and it has, we hope, a good set of management, and so

on. The private sector, on the other hand, is made up of several hundred quite different units. Therefore, you are not really talking about comparable organizations when you refer to the private sector and the public sector.

I will not take the time now to find the reference—I have asked the Clerk to get it for me—where Sir Hugh Greene and Sir Robert Fraser both agreed that any attempt at so-called supplementary programming, or integrating competitive services, or even complementary services, would be—I think the words were—an unmitigated disaster.

Mr. Prittie: The BBC has done it by separate networks themselves, have they not?

Mr. Jamieson: That is right. However, they say that in terms of trying to have any agency say: "Well, we will move Bonanza because it is against something or other." This is simply not feasible. I will find the reference by the BBC later on.

Mr. Wahn: Mr. Chairman, I certainly would not disagree with anyone who has the knowledge of broadcasting that Mr. Jamieson has. This clause, as I say, is really a declaration of desirable social principles. It may well be that we must continue to have the Smothers Brothers back-to-back with Bonanza. I have no great objection to that. It is a question of what you can do in practice. But surely what is desirable is a declaration that the entire system, taken as a system, provide a desirable type of programming; and if, for example, too much light entertainment is being provided on the private system, then within the realms of feasibility the CBC should be directed to concentrate more on other types of programs.

Miss LaMarsh: But, Mr. Wahn, that is the effect of clause 2 (d) when it says that programming by the system should be varied and comprehensive, provide for conflicting views and has to be of high standard and use predominantly Canadian resources. That is the system.

• (11.10 a.m.)

Mr. Wahn: But then you have a separate clause ...

Miss LaMarsh: We have said this, in a general way.

Mr. Wahn: I am sorry; I did not hear that, Mr. Chairman.

Miss LaMarsh: It says, in a general way, what you want said—that the system has to provide for variety and be comprehensive.

Mr. Wahn: Why should not subclauses (d) and (g) be combined? Are not the provisions in subclause (g) equally desirable for the system as a whole as they are for the CBC?

Miss LaMarsh: Well, perhaps, they are, but ...

An hon. Member: There is not that much difference.

Miss LaMarsh: It is really because of the point Mr. Jamieson just made again that the difference between them is that one is a wholly-owned and operated agency of the people of Canada, the CBC, and the other one is something which is privately owned and operated although, in the final analysis, it is paid for by the taxpayers, of course. When you choose your instrument you give it specific directions, just the same as there is a specific role for Air Canada while no attempt is made to give the same role to Canadian Pacific Airlines.

Mr. Wahn: Perhaps, I could make my point more specific. If it is left the way it is, there is going to be legislative declaration in this Bill that the CBC which provides a national broadcasting service must provide "a balanced service of information, enlightenment and entertainment ..." as set out in subclause (g), without regard to what is being provided over the remainder of the system. Now, to me that looks like an almost unlimited licence for empire building on the part of the CBC because, without regard to what the private service is providing, the CBC can rely upon a legislative declaration that it is to provide a complete service, so that it could completely duplicate the private service at great public expense and the only control members would have over this would be in the annual grant to the CBC.

The real danger, Mr. Chairman, is that in this general statute we are setting out a declaration that the CBC shall be able to operate in the entire field, right across Canada, a complete system of programming. When they come to us for their annual grant, which last year totalled \$140 million for operating and

capital, they are going to be able to point to this legislative declaration and say, you have imposed this burden upon us to provide a complete service throughout Canada as set out in subclause (g). We have to acquire more stations; we have to increase our facilities; instead of \$140 million, we need \$200 million and if you do not give it to us we cannot carry out the instructions that were contained in subclause (g) of the Broadcasting Bill.

All I am saying, Mr. Chairman, is that you would retain much more flexibility if, in this declaration of desirable principles, you simply stated that your CRC should have regard to the entire broadcasting system; that it should provide a balanced service to Canadians; it should provide the service in both languages; it should provide the variety of entertainment that is required and leave it to the CBC to work it out and without giving the CBC a mandate to extend its empire still further.

Miss LaMarsh: This Committee, itself, gave the very clear expression in its report on the White Paper that it wanted the CBC to be the principal agency to carry out public policy and it wanted it very clearly enunciated in the Bill and this is why we are doing it. I was rather amazed, Mr. Chairman, at Mr. Wahn's remarks. I was surprised that there should be any suggestion that the CBC should duplicate what the private stations are already doing. It seems to me that the CBC has a very different kind of role and a very different record in the past concerning doing what private stations do. There are two entirely different motivations. The responsibility which lies on the CBC is not to look around and see what private stations are doing in the first place and then decide to duplicate it or otherwise. It should go ahead and do what it is charged to do and it is up to the private stations to fall in or not with what the CBC is doing.

Mr. Jamieson: Mr. Chairman, now that I understand Mr. Wahn more clearly I can see the concern here. I am just wondering if it is just a matter of emphasis in these four requirements. In other words, the argument has always been with regard to subclause (i) which, incidentally, is listed almost verbatim from the CBC's own interpretation of its mandate and under that kind of mandate,

particularly the entertainment section of it, has been the rationale behind their rather heavy emphasis on imported American and other types of programming in prime time hours. They argue that if they are to do this—and they maintain they must do it, incidentally—and they have to have this so-called mix in the key periods.

Now if, on the other hand, the emphasis were the other way around and its number one responsibility was to contribute to the development of national unity and almost reverse those four and say that within this context, number one fits, this, I think, would put the thing in a better perspective.

Mr. Prittie: Mr. Chairman, Mr. Wahn is bringing up two points. One has to do with programming and he is concerned that the same type of programs are on both networks at the same time. Then the other point is the extension of the network and the White Paper and the Broadcasting Committee both clearly stated that:

The Committee concurs with the statement on structure appearing in the White Paper, particularly with reference to extending coverage to all Canadians and to full network services in both official languages. We recommend further that, wherever practical, in areas now receiving only one Canadian service, if the service is through a private outlet, the alternative should be provided by CBC. If CBC is now the sole service, the second service should be private. Where there are serious obstacles to such parallel development, however, these should not prohibit the extension of alternate service by other means, at least on a temporary basis. We urge that the introduction of dual service proceed as rapidly as CBC finances and local market conditions permit.

If I remember correctly, the CAB also agreed with that, too, so it did envisage that in every area in Canada where there are to be two stations, one would be CBC and one would be private.

Mr. Jamieson: This does not resolve Mr. Wahn's point or, I suppose, to some extent my own. You can still have a private and a public station serving a given area but not necessarily providing, if you like, complementary service. In other words, the CBC

could still be doing precisely the same things which the private service is doing or vice versa.

Mr. Prittie: Mr. Chairman, I wonder if I might with your permission read this short comment by Sir Hugh Greene because it is relative. It comes up later on as well. In his discussions before this Committee on Thursday and Friday, February 2 and 3, page 1833, Sir Hugh said this of the BBC:

...it is really a matter of practical impossibility to co-ordinate programming between the BBC and a variety of program companies, even if one is thinking of the big four program companies. It would not work. I mean, ITV is not necessarily broadcasting the same programs at the same time all round the country, so even if you made an arrangement for London it would not necessarily hold good for the North.

And then he goes on to amplify, and I asked him this question:

Do you think that there would be any less difficulty if there were some sort of bridging board that in fact sat down and tried to tell each group how to sort this out?

And he said:

No, I do not; I think there would be chaos.

And this was confirmed later by Fraser.

Mr. MacDonald (Prince): It seems to me there is another problem along with the ones Mr. Jamieson has referred to in the testimony of Sir Hugh Greene and that is the fact, which surely goes back to the question Mr. Jamieson raised on Tuesday, that in certain places you have the CBC providing the prime or the only service in which it really must present some kind of balanced program schedule. In other areas, of course, it is one of the services along with not only another one but, perhaps, in many cases in those areas close to the United States, half a dozen services, and I think there are difficulties in trying to envision a situation in which the CBC would come before the BBG and, along with all the other private broadcasters both in this country and presumably south of the border, try to co-ordinate this. I think the situation would become chaotic and very

much the same way as Sir Hugh Greene described it.

Another thing I would like to add is that it seems to me if we were to move subsection (g) and put it above, as paragraph covering whole of the system, we would, to a degree, weaken what we wish to be a very clear and concise statement about the national broadcasting service. It was precisely for this reason that we wished to include a very specific statement; and although it does include the statement about entertainment—which some of us feel has been overdone in terms of American programming—it is the third word that is used, and “information” and “enlightenment” precede it. I think this is the emphasis we wish to give to the CBC, that it “be a balanced service of information, enlightenment and entertainment”, if you like, as a third priority, but not the first.

• (11:20 a.m.)

The Chairman: We have succeeded in dealing very well with subclause (g) at the same time as subclause (d). Have all the points been made on subclause (b) for the time being?

Mr. MacDonald (Prince): I would like to make one further point on subclause (d), because when I was speaking earlier it was on the questions raised by Mr. Wahn.

I am not entirely happy with the last word in that paragraph, the word “resources”. To me it is a very “fuzzy” kind of word. When we talk about “using predominantly Canadian resources” I presume that could be interpreted as meaning that transmitter was made in Canada, or that the people operating the dials were Canadian. I think what we are trying to say, or what is implied, by this statement is something to the effect that there should be further development and encouragement of Canadian talent in the creative areas of broadcasting, such as writing, producing, acting, singing and various other areas.

If we could in some way make this clearer, or more direct, I think it would be helpful, because I do not see it referred to specifically elsewhere in this part of the Bill. I think it is important that we do make a fairly direct and specific reference.

Miss LaMarsh: This point was raised, I think, by ACTRA earlier. Mr. Hindley suggests that you consider the insertion after

"Canadian" of the words "creative and other".

Mr. MacDonald (Prince): All right; that is much better.

Miss LaMarsh: Does that carry the sense that you have in mind?

Mr. MacDonald (Prince): Yes.

The Chairman: Shall we move on to subclause (e)?

Mr. Jamieson: I have asked the minister this previously but would she repeat...

Miss LaMarsh: Read what?

Mr. Jamieson: I am asking you to repeat the explanation you gave to me on our last hearing, Miss LaMarsh, about why you included "as public funds become available". You did give an explanation of that.

Miss LaMarsh: Because we thought that the places where service is going to be extended, either by new stations reaching people who do not presently have service or by giving it in a language which is not now used, are going to be largely uneconomic, at least to start with; and if there is going to be any extension at all this is going to be done by the use of public funds. Up to this point there have not been very many public-spirited citizens who have indicated that they are prepared to go into an uneconomic extension of service, either in another language or by creating new stations, just out of the goodness of their hearts.

The reason we have this kind of a mix in communications and transport in this country is because it falls on the public purse to do things in Canada that would not otherwise be done. So the suggestion arose that it should be "as both public and private funds become available". Mr. Leboe made the suggestions the other day to just drop that out and just have "all Canadians are entitled to broadcasting service in English and French". My reaction to that is that if you do that you will have pressure from all points of the country for immediate service regardless of how small is the pocket of the alternative language in the area.

Mr. Prittie: In your speech on Second Reading you used figures for the minority

language groups of so many hundred for radio and of so many thousands for television before you provide service?

Miss LaMarsh: That is CBC's current yardstick. I do not think it is not overly satisfactory, really, just to have a numerical yardstick. There are other developing ways in which you can reach potential listeners, dissimilar to those that have been traditionally used by the CBC; and they have been exploring some of these. Even the use of frontier packages is quite a different thing. It may be that they will be able to reduce sharply the number of people required as a potential audience, and that the satellites which are coming along very fast—and this will happen—will have a different effect, too.

However, it is pretty obvious that with the amount of money available for extension of service, or for service in an alternate language, at the moment or at any given time, one just cannot say that everybody ought to have the service now. After all, the CBC's is the biggest network in the world. It already reaches further than does anybody else's, and this has been done in about 15 years.

Mr. Brand: Is there not a duplication in subclauses (g)(ii) and (g)(iii)? If, as the Minister suggests, there is extension of service under (e) in English or French, which is likely to be done with public funds, I presume she means through the CBC; and then (g) deals with that in (ii) and (iii). What is the reason for the duplication? Or is there any?

Miss LaMarsh: In the first place, subsection (e) says that all Canadians are entitled to it; it is an explanatory section. Under (g) we have laid the onus for this on the CBC.

Mr. Prittie: I am thinking of a specific example. Saskatoon does not have a CBC English language station, and presumably...

Miss LaMarsh: It does, at the moment. The only station there is affiliated with the CBC.

Mr. Prittie: Yes. Subclause (ii) would refer to that. You would not think of establishing a French language station in Saskatoon until you had at least extended the English language service. Is that not the point? Subclause (iii) covers the other situation where you have enough population to warrant...

Miss LaMarsh: It has the English language service now.

Mr. Prittie: I know, but under (g) you are talking of the national broadcasting service of the CBC.

Mr. Jamieson: Mr. Chairman, relative to what Mr. Wahn said I gather it is not the intention to prohibit an extension in these areas by other than public funds if those funds are available.

Miss LaMarsh: Certainly not.

The Chairman: It is only the entitlement that is limited by public funds.

Mr. McCleave: Perhaps I might ask this question: Is it necessary that public funds be expended on expanding the CBC service in an area when you might have from a private broadcaster a service by satellite which he could not afford to put in, and for which extension of the CBC service would be a much greater charge upon the public revenues? Can we not look at it from that aspect, as well?

Miss LaMarsh: I think the BBG would certainly look at it that way. As I think I said previously, there is nothing in this bill which indicates—this is something which, from time to time, has been expressed to be an objective by employees of the CBC—that all the hardware ought to be owned and operated by the CBC. There is nothing in this Bill which indicates that that has to be the case at all. It is my impression, at least, that Parliament wants the CBC to be more flexible in this regard. One cannot always use economy as a consideration. One has to be prepared to look at different ways of extending service, and it does not necessarily have to be the CBC; it can be private broadcasting.

Mr. Hindley: There is just one point, sir, on what you have said. That is exactly the intention here—that you might have a situation where you could extend coverage to a small, remote area by a satellite from a private station but you would need public funds to do that. Otherwise, if there was a market there, the private station would have gone in anyway.

Mr. McCleave: In any event, the draftmanship does permit this, and you would not be in any difficulty?

Mr. Hindley: Oh, yes.

Mr. Jamieson: I do not wish to go into detail, but there are a number of cases. On balance I think that there are now more rural areas being served by satellites of private stations than by satellites of CBC stations; and it seems that a good deal of the hope for this extension, particularly in view of tight money and the like, could come from private sources. The point I wanted to clear was that no prohibition of this was intended.

• (11:30 a.m.)

Miss LaMarsh: No, not generally.

Mr. Prittie: Suppose you gave a private station public funds to build a satellite station to serve an outlying community, what service is that community going to receive, the private station's service or the CBC service, assuming that private station is not an affiliate.

Miss LaMarsh: I suppose it depends on what the CBC agrees to, but I really do not think there is much likelihood of our counting on the CBC to make agreements for satellites which are going to put over the CTV programs.

Mr. Prittie: That is what I mean. In other words, if you put up public funds for satellites they are presumably going to carry the public service?

Miss LaMarsh: Yes, but it does not mean that it is going to be carrying the service of an owned and operated station. I have in mind an application referred to the BBG. On Anticosti Island there is a considerable area to be served and the population is widely scattered. There is a CBC affiliate there. To put in an owned and operated station, with optimum facilities, would be very expensive. The affiliate station wanted to go ahead and serve these people, and it was agreed by everyone that they should get service, but the CBC decided that the investment in a transmitter, and it has never done this before, on behalf of the affiliate, would be all the public funds they would have to expend in order to get the program there. This is an indication of the kind of flexibility I hope we will see more of.

Mr. Laflamme: I understood the explanations given by the Minister in respect of

clause 2(e) but I just do not see the point of not deleting the words "as public funds become available".

Mr. Prittie: I did not hear Mr. Laflamme's comment.

The Chairman: Mr. Laflamme asks why the words "as public funds become available" cannot be struck out. I think the Minister answered by saying that if those words were not included there would be an immediate demand from groups, either English or French, in areas not now served by such services...

Mr. Laflamme: Are those not words of intention?

Miss LaMarsh: Yes.

Mr. Laflamme: Well, it might be said every year that we have no funds and this might go on for 10 or 15 years, with no result forthcoming from this good intention.

Miss LaMarsh: It is Parliament that provides the funds. The obligation is there to make the extension as Parliament provides the funds, and I suppose in good times there will be more funds provided than otherwise would be the case.

Mr. MacDonald (Prince): It seems Mr. Laflamme is a bit worried that the CBC will not ask for enough funds to do this, and I find that a hard situation to envision.

Miss LaMarsh: Well even if they were modest about it...

Mr. McCleave: Parliament would not be.

Miss LaMarsh: That is right. The members of Parliament are very aggressive about having services extended and it is really a kind of governmental responsibility to say whether or not it is prepared to tax the people to raise sufficient money to extend the service. As you know, there will be a differentiation in any event between capital, budget, and the operating budget.

[Translation]

Mr. Béchard: Mr. Chairman, would these words "as public funds become available" prevent, for example, the CBC in a given year in which it has no plans, let us say, in Gaspé, from building a broadcasting station

on Anticosti Island? As a result of pressures from Parliament or from certain members, could the government authorize extra funds for such a construction?

Miss LaMarsh: Yes, this is possible.

Mr. Béchard: This would be possible?

[English]

Miss LaMarsh: Not likely but possibly.

The Chairman: Can we move to subclause (e) then?

Mr. MacDonald (Prince): How long do we intend to continue meeting. Some members have left and some of us have to go to other meetings.

The Chairman: I am in the hands of the Committee. Do you wish to proceed?

An hon. Member: It is past 11.30 o'clock.

The Chairman: All right. We will assume for the moment that we will meet, as advised in the notice, at 3.30 p.m. If that meeting is cancelled the Clerk will see that we are all notified personally.

AFTERNOON SITTING

● (3:50 p.m.)

The Chairman: When we adjourned at 11.30 a.m. we were completing the discussion of subclause (e) of clause 2. Are there any further questions on this, or suggested amendments?

Mr. MacDonald (Prince): I would like to speak on at least one aspect of this subclause. The latter part of it reads:

...predominantly Canadian in content and character.

It seems to me that this is in danger of being interpreted very much along the lines of the present programming operations of the CBC, which has resulted in the prime time of the public corporation being utilized very heavily by popular "pulp" American programming.

Miss LaMarsh: Popular...?

Mr. MacDonald (Prince): "Pulp." It is not as graphic as "rotten management"! It seems

to me that one of the things we are trying to do in drafting this new legislation is to see that the CBC gain a new mandate whereby they are going to produce a much greater amount of programming, Canadian in content and origin, in prime time. It does not seem to me that with "predominantly Canadian content and character" as the phrase we are going to have much more than we have had in the past. I do not think the public or the members of this Committee will be very satisfied with that.

Mr. Jamieson: What word would you substitute for "predominant"?

Mr. Brand: Could we not settle it by just saying "predominantly Canadian"?

Mr. MacDonald (Prince): There are two ways of doing this. One is to talk about "predominantly Canadian in content and character" and the other would be to add to it a limited amount of foreign quality programming.

Mr. Macaluso: On that point, would not regulations be made with respect to (f)?

Miss LaMarsh: Yes; from the BBG or CRC.

Mr. Macaluso: Would that be to define what "predominantly Canadian" is?

Miss LaMarsh: Yes. This may look like a rather "weasely" phrase, but it was not intended to be. It was about the sixth phrase, I think, that we considered to try to convey the meaning. We considered "mostly" and "largely" and everything else, instead of "predominantly".

Mr. MacDonald (Prince): I do not know how it is grammatically, but "mostly" sounds to me to be a stronger word than "predominantly". "Predominantly" could be interpreted as 51 per cent.

Miss LaMarsh: So could "mostly".

Mr. Jamieson: The word in the old Act was "basically," and the BBG interpreted that as meaning more than half.

Mr. MacDonald (Prince): It seems to me that what we are looking for is something that means more than half.

Miss LaMarsh: Well, 51 per cent is more than half. It is certainly true that you can look at it and say that it will be "entirely

Canadian, except for..."—whatever that may be.

Mr. MacDonald (Prince): Yes.

Miss LaMarsh: If that is what you mean, and if that is what you are prepared to pass for at this stage.

Mr. MacDonald (Prince): There are two problems related to this. One is that we are attempting to ensure that the greater part of the public system will be used for Canadian programming. The other is to ensure that when Canadian programming is not being utilized the best of the programming of other countries will be, and not the worst, as has happened in a number of cases in recent years.

Miss LaMarsh: Have you any suggestions? I do not think there is very much disagreement on what we want to arrive at.

The Chairman: Do you have any suggestions, Mr. MacDonald?

Mr. MacDonald (Prince): I notice that the ACTRA people made the suggestion that to this phrase might be added:

...and shall limit its foreign programming to the highest quality material available from other countries.

Perhaps that is too specific for this part of the Bill.

Mr. Jamieson: I agree. Mr. Chairman, I would like to refer to this in relation to (g) (i). I suggest that there is a potential conflict between saying "predominantly Canadian in content and character," telling the Corporation to be "a balanced service" and then—to use the last line—saying "covering the whole range of programming in fair proportion". It seems to me that you have to say "the whole range of Canadian programming." "The whole range of programming" includes a pretty substantial representation of what is available from other countries. This is how the CBC has always interpreted its mandate. This brings us back to Mr. Wahn's point this morning.

Mr. MacDonald (Prince): Of course, it goes back to your questions yesterday or on Tuesday about whether or not this system is eventually going to be the CBC system and their doing their own programming over

their own facilities, on whether they have to please their own facility as well as a number of affiliates who, in order to remain viable, demand that a large percentage of their prime time programming be the type of American programming that is popular with the mass audience.

• (4:00 p.m.)

Miss LaMarsh: You have to remember, as I am just reminded, that one of the reasons why CBC say they do this is that about 10 per cent of their production is Canadian. No, CBC productions are 10 per cent of their programming, rather. That 10 per cent, using Canadian content talent, takes up between 70 and 80 per cent of their program budget. You have to realize that the position they take, at least, is that they only have to spend 20 to 30 per cent of their budget on 70, 80, or 90 per cent of their programming so long as they use these dump programs from the United States. This is really where the balance is. We have to decide as a Parliament that if we want to make it all Canadian programming we are going to have a pretty substantial bill to pick up for it immediately.

Mr. MacDonald (Prince): I do not think the Canadian public are anxious or willing to pick up a total bill yet, but some of us personally might like to think they were. But I do think they are anxious to see a great deal more value for the money that is invested, and there is some suspicion that there has been a greater romance with hardware on the part of the CBC than there has with the production of quality Canadian programming. I think it is putting more emphasis on programming rather than on machinery that is the concern here.

The Chairman: Would you propose the addition of those words that have been suggested by ACTRA, or...

Mr. MacDonald (Prince): I would propose it for consideration, and perhaps as a result of this discussion the draftsmen might come up with a better phrase such as: and shall limit its foreign programming to the highest quality material available from other countries.

Mr. Jamieson: With respect, Mr. Chairman, I do not know if you can make that work unless you are pretty specific in what you

want the CBC to be in relation to Mr. MacDonald's references to serving affiliates and trying to be a well-balanced service for all tastes and interests and so on.

The Chairman: May I suggest that if you would like to propose that for consideration by the Minister, you submit it in writing as other such suggestions have been.

Are there any other proposals or questions on 2(f)?

Mr. Wahn: I have a question, Mr. Chairman.

The Chairman: Mr. Wahn.

Mr. Wahn: Could the Minister tell us whether it would not be better, instead of saying that "there should be provided, under the management of a corporation established by Parliament" (namely the CBC) to say that "there should be provided, through a corporation or by a corporation established by Parliament for the purpose,"? When you say "under the management", you indicate the intent that the CBC should actually operate the physical facilities which provide the programs, including, for example, the affiliates. I am not suggesting that that is not the way to do it, but I do not think it is necessary to opt for that particular system at this stage. If you use more general language and say "there should be provided through a corporation or by a corporation" you leave the management function open. Most of the committees that have investigated the CBC have indicated that the management of a Crown corporation tends to be inefficient, so it seems unnecessary to drag this concept in at this stage.

Miss LaMarsh: I have no objection to such a change.

Mr. Prittie: I would challenge the last statement. There may have been criticisms of the management of the CBC, but I have not heard them about Polymer, or Air Canada, or a few others.

Mr. Brand: Well, we are dealing with a broadcasting system here; not Polymer.

Mr. Prittie: They are Crown corporations.

The Chairman: Mr. Wahn, if you have a specific change to propose, would you mind writing it out and submitting it?

Is there any further comment on that subclause?

Mr. Macaluso: Yes, Mr. Chairman. At the present time the BBG has regulations as to Canadian content being 55 per cent, is that not so?

An hon. Member: Yes.

Mr. Macaluso: Well, then, if this proposed CRC that is to set up the regulations of what is predominantly Canadian set it at 80 per cent—I am just picking a figure—then, for a breach of this they would be liable to this \$100,000 fine. Is that not so? What I am getting at is that you are really leaving in the hands of five people the power to set what is predominantly Canadian. Or is this going to be done by the Governor in Council, with a direction to the CRC, these five people, these five full-time members?

Miss LaMarsh: This is the direction given by Parliament to the BBG—the direction that it be predominantly Canadian in content and character.

Mr. Macaluso: To the CRC but then they set the regulation of what is predominantly Canadian.

Miss LaMarsh: That is right. Currently they do this by setting out in their general regulations that it will be 55 per cent or 50 per cent or something. There are a lot of people who have complained about the percentile approach and say there should be other ways of approaching it. I do not know whether the CRC would approach it that way, whether they would say that they would do it this way by 55 per cent, or whether they would list a category of 12 programs that are considered Canadian. I do not know what they plan to do, but they would have to draw their regulations within the framework of that.

Mr. Macaluso: It becomes a pretty authoritarian body then, these five people.

Miss LaMarsh: It is supposed to be; it is a regulatory body.

Mr. Macaluso: Yes, I realize that, but I am saying in this Canadian content...

Miss LaMarsh: It is already.

Mr. Macaluso: Not really.

Miss LaMarsh: It has not really made any broadcasts of its own very much.

Mr. Macaluso: Not 55 per cent; of course not. This is the query I had.

(Translation)

Mr. Goyer: Mr. Chairman, with the coming of satellite facilities, I am wondering if it is still important to speak of primarily Canadian content and nature of CBC programs. In fact, as soon as the satellite is in operation in Canada and Canadian citizens can select broadcasts coming from nearly all countries in the world, I wonder if then Canadian citizens will still attach a great deal of importance to the Canadian nature of the broadcasts and will not attach more importance to the quality of the broadcasts. I am referring to CBC broadcasts.

In my opinion, it is useless to discuss a certain proportion of Canadian content in CBC broadcasts. From now on, the CBC should work on quality improvement only. No matter what the content, if it is not of good quality, the CBC will certainly not have an audience.

So, I am wondering if it is not completely useless, in view of the revolutionary changes in the field of telecommunications, to pursue a discussion on this problem of Canadian content of broadcasts. Again, I speak only of the CBC.

(English)

Miss LaMarsh: Mr. Goyer, it is a very interesting point, and I hope you will forgive me if I answer in English. From my limited experience, it seems to me that unless from now on we develop more intensively the Canadian character of our television, it is quite likely that when satellites are there and everyone has the option of being able to turn on any country's programming anytime he chooses, and that as long as Canadian programming is, in effect, 80 per cent American programs, there is no reason to turn to it. And if the 10 or 20 per cent balance is pale competition with American programs, there is no reason to turn to it. If in fact we become more like American stations then there probably will be nothing when satellites are there; there will be no *raison d'être*. On the other hand, the CBC uses its potential for the things that it does best, in the experimental sphere, in frank discussion, in documentary

and in public affairs programming, and in the in-depth news things that it can do and does so well.

• (4:10 p.m.)

After all, it has already been demonstrated that a program like Seven Days attracts audiences that do not turn on CBC otherwise. In my part of the country most people watch CBC for the news and that is all; it does not matter to them what kind of management the CBC has or what kind of anything it has because the only thing they are interested in is a 20 minute portion out of the whole day—and they think that 20 minutes costs them a lot of money. They want more programs. For instance, there was one evening program on the English network out of Toronto called Nightcap. It was a very irreverent program but people turned that on and turned off Johnny Carson and some of the other American programs because the people who were being lampooned and pulled apart were Canadian politicians, Canadian situations, and Canadian things. This is what I mean by contributing to national unity. It is the common Canadian experience that they turn on the television to see.

If we did more and more of some of these things that we do better than the American commercial stations, we would be attracting our own audiences. If we do not begin to do that now it will be absolutely hopeless because when satellites come there will be no excuse at all for anyone to turn on, and that will be the end of any kind of Canadian programming that I think presently has the role that we intend Canada and the CBC to have.

(Translation)

Mr. Goyer: Therefore, generally speaking, we are still faced with the problem of quality. As you put it so well, if the broadcast is well done and attracts the public, the public will of course be interested. But it is not necessarily because it will be made in Canada that the public will be drawn to the program.

(English)

Miss LaMarsh: Well, even with bad quality programs. If you watch a Buffalo station on a Saturday morning and you see a little latter-day Shirley Temple tap-dancing her way across the stage, this will bore you to distraction

unless you have to watch it for some reason, and it is slightly better to turn on Toronto and watch a Canadian Shirley Temple tap-dance her way across the stage because there will be some chance you might recognize the dress as being one you saw in a Canadian shop; or you might recognize that the person who is playing a piano is a Canadian so at least you know the little Canadian Shirley Temple is getting paid in Canada, and that is something. Because it really is silly for us to spend our time and effort in trying to copy the worst kind of American programs we are just going to forget about it.

The Chairman: It would be nice to think that we could be not only consumers of satellite programming but also producers of it too, and then...

Miss LaMarsh: I think we can be.

The Chairman: ...Canadian programs could be sent around the world to be enjoyed by others.

(Translation)

Mr. Goyer: Is there a possibility that a Canadian satellite might be built soon?

(English)

Miss LaMarsh: This really falls more within the purview of the Minister of Transport but certainly the government is giving great attention to it. I think I told the Committee that when I took this responsibility two years ago the kind of advice I was getting was that there would be satellites of this nature within 20 years and that it was remotely possible that we would have them within 10 years. People are telling me now it is possible within 7 years; some even say 5 years but I think that is rather too soon. From a standing start, 5 years just seems impossible because of our necessary hardware requirements, international agreements, and that sort of thing. But I really am concerned with what is going to happen after the next 10 or 15 years; whether there is going to be any room at all for Canadian broadcasting under this tremendous investment that has been made, because we cannot get Canadians to watch as a patriotic duty. This is not spinach or prunes that you can get someone to take; they have to want to do it. There has to be something interesting or entertaining of a nature to make them turn it on.

There are lots of things that members of the public might think quite outrageous like the program *Nightcap*, and yet there is no question from the fact that people turned off American stations for the first and only time at night and turned on that program. Many people got mad and turned it off, because of the terrible language and the awful things they say, such iconoclast and everything, but they turned it on the next night it was on. I do not think it was a very expensive program, I do not know but...

Mr. Prittie: If I may, Mr. Chairman, in reply to Mr. Goyer, my thoughts when we were discussing it in the House were that we have to make the effort to provide good Canadian programming and it could be that another Committee in five years time will look at this and have to answer the question: Do Canadians want it or not? But that will depend on the quality of Canadian broadcasting as the Minister has said.

Miss LaMarsh: Yes, it is a distressing thing to realize that the big reaction when you are dealing with broadcasting in this country, especially in the large population centres is, do not cut off our American stations. There is far more immediate reaction to that than to what we do or do not do with CBC. Certainly the debate in the last while has made me very concerned about possible changes in the role of the CBC in the life of Canada, you know, whether things have been happening that no one really appreciates or whether they care that it is there or not, and and this is why I was so concerned about the universality of the attacks that are being made recently.

So many of the good things about the CBC we are forgetting about and perhaps the public has forgotten too. I do not think there is very much more time for public broadcasting to prove itself, to prove to Canadians it is worth while spending the money on. I am not just talking about members of Parliament or members of the government; I am talking about the people who have to pay the taxes.

Therefore I am very hopeful that in finding a genuinely Canadian role that expresses us as a people unlike any other people it will find its niche, but if it is just going to copy this and that and stuff in something else from another country, it is not going to do so. Now, by that I do not mean for a moment we should not have American

programs or British programs. Little New Zealand has its problems in trying to express itself. It has television stations and I do not think it programs anything except the occasional weather and news. Australia imports a lot of programs. I think we can produce such good stuff we can sell it abroad, but we cannot produce it if it is just a cheap copy of something that is already readily available all around the world from an American firm.

Mr. MacDonald (Prince): The interesting thing that is happening right now in the United States is that they are developing a public system of broadcasting for the first time.

Miss LaMarsh: It is just like the Hilda Neatby's book title, *Nothing for the Mind*. There was something that Fred Friendly said in his book when he was talking about private broadcasting. He said: There is so much good that they can do, but it is because they are chasing the profit motive that so much of what they do is the worst that they can do.

The Chairman: Perhaps we are straying quite a bit from the Bill, but I think this clause is the heart of the Bill and I think it deserves a good deal of discussion. Could we try to come back as closely as possible to the clause under discussion so that we can make some progress? Are there any further questions or proposals for amendment of this subclause? If not, we will go on to clause 2 (g), which is intended to be the mandate of the national broadcasting service.

• (4:20 p.m.)

Mr. MacDonald (Prince): Mr. Chairman, again we are raising questions that were raised earlier in reference to subclause g(i). Are we really giving enough weight to, or is there enough directness in, our description of the function that we hope the national broadcasting service will carry out, when we ask for a balanced service of information enlightenment and entertainment? Are we really being specific enough in this paragraph about the national broadcasting service doing the kinds of things the Secretary of State was referring to a moment ago in her general remarks—that this service has a special role to play in providing a kind of quality programming that will give people something to think about; such things as the quality of life and the whole business of the Canadian identity; and doing it not only on a

straight information basis but also by way of entertainment? This I think was the unique value of a program like "Seven Days". Although it was designated as a public affairs program I think that a goodly proportion of the three million people who watched it every week would have described it as entertainment; and yet in the process of being entertained I think they were moved to think and consider and reflect upon a number of subjects that were very important at the time, and still are.

Again, I suppose it is difficult to find a short phrase for the kind of thing that you have almost to spell out in a thesis, or in some kind of paper; but I wonder whether we have not made a rather bland statement, which any station would find equally applicable, rather than saying something that is specifically unique about a public broadcasting service.

We do say a little more about that in subclause (iii) but again, perhaps, it may be something more applicable to a local service, on to an exchange or a dialogue between two major language groups, than to the quality of the programming itself.

The Chairman: When you say (iii) you are referring to (g) (iii)?

Mr. MacDonald (Prince): That is right.

Mr. Prittie: I do not see what is wrong with (i) at the moment. This is in fact what is happening, is it not?

...this be a balanced service of information, enlightenment and entertainment for people of different ages...

A balanced service of information.

(Translation)

Mr. Laflamme: I think that we should dwell rather on public affairs programs in the CBC, that is to say in government broad-

casting. And in this field, with no particular person in mind but on principal, I would like to know if there are any regulations whatsoever in that respect, and if not, is it the intention to set up any. This is important in the field of commentaries, especially in public affairs, because it is easy for a commentator to leave himself open to criticism, and it is particularly difficult to be objective. I think that, as a general principle, government TV and radio have not tried enough to alternate commentators. It is only human for the individual, who, for many years has made commentaries on a topic, to become biased. It is precisely then that the commentary becomes something other than a commentary. It becomes rather an instrument of information which is personified by the person who makes the commentary. I think if we alternated the commentators more often, changed them to different stations and put them on different subjects, we would achieve more objectivity with regard to information. I wonder if I am making myself clear. Humanly speaking, I figure it is very difficult for the same individual to be a commentator on public affairs and not have personal views. Inevitably, government broadcasting becomes a tool for the diffusion of his personal views. I do not say this is so, but I do think that alternating commentators in various stations more frequently would bring about greater objectivity.

Miss LaMarsh: You do not really object to anything except the rejection of their personal views on whatever they are commenting on.

Mr. Laflamme: Yes.

The Chairman: Gentlemen, I think the bells are ringing and I think they toll for us, so the meeting will adjourn until Tuesday morning.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

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Translated by the General Bureau for Translation, Secretary of State.

ALISTAIR FRASER,
The Clerk of the House.

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament

1967

STANDING COMMITTEE

ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 3

TUESDAY, NOVEMBER 21, 1967

Respecting Bill C-163,

An Act to implement a broadcasting policy for Canada,
to amend the Radio Act in consequence thereof and to
enact other consequential and related provisions.

WITNESSES:

From the Department of Transport: Messrs. J. R. Baldwin, Deputy Minister; and F. C. Nixon, Director, Telecommunications and Electronics Branch. Mr. G. G. E. Steele, Under-Secretary of State; and Fred Gibson, Senior Advisory Counsel, Department of Justice.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

STANDING COMMITTEE ON BROADCASTING, FILMS,
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Béchard,
Mr. Brand,
Mr. Cowan,
Mr. Fairweather,
Mr. Goyer,
Mr. Jamieson,
Mr. Johnston,
Mr. Laflamme,

Mr. Macaluso,
Mr. MacDonald (*Prince*),
Mr. Mather,
Mr. McCleave,
Mr. Munro,
Mr. Nowlan,
Mr. Nugent,
Mr. Prittie,

Mr. Régimbal,
Mr. Richard,
Mr. Sherman,
Mr. Simard,
Mr. Stafford,
Mr. Yanakis—24.

M. Slack,
Clerk of the Committee.

ORDER OF REFERENCE

FRIDAY, November 17, 1967.

Ordered,—That the Standing Committee on Broadcasting, Films and Assistance to the Arts be empowered to consider the subject-matter of broadcasting and televising of Educational Programs.

Attest

ALISTAIR FRASER,
The Clerk of the House of Commons.

MINUTES OF PROCEEDINGS

TUESDAY, November 21, 1967.
(6)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 9.50 a.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Béchard, Berger, Brand, Cowan, Fairweather, Goyer, Laflamme, Johnston, MacDonald (*Prince*), Mather, Prittie, Richard, Stanbury, Yanakis—(14).

In attendance: Messrs. J. R. Baldwin, Deputy Minister, Department of Transport; G. G. E. Steele, Under-Secretary of State; F. C. Nixon, Director, Telecommunications and Electronics Branch, Department of Transport; W. A. Caton, Controller, Radio Regulations Division, Department of Transport; Fred Gibson, Senior Advisory Counsel, Department of Justice.

The Committee resumed consideration of Bill C-163 and the Chairman called Messrs. Baldwin and Steele for an explanation of the amendments to the Radio Act.

Mr. Goyer raised a question with reference to the expenses and fees for Federal members who appear on television or government radio. The Chairman advised that the Steering Committee could consider this matter.

Mr. Baldwin made a statement dealing with amendments to the Radio Act. The witness was examined on his statement, assisted by Messrs. Steele and Nixon, and supplied additional information relating to U.H.F., satellite communications and cablevision.

The examination of the witnesses still continuing, at 11.00 a.m., the Committee adjourned until 3.30 p.m. this afternoon.

AFTERNOON SITTING (7)

The Committee resumed at 3.50 p.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Béchard, Berger, Cowan, Fairweather, Goyer, Laflamme, Johnston, Macaluso, MacDonald (*Prince*), McCleave, Munro, Prittie, Richard, Sherman, Stanbury—(15).

Member also present: Mr. Davis.

In attendance: (Same as morning sitting with the exception of Mr. G. G. E. Steele.)

The Committee resumed consideration of Bill C-163.

Clauses 49 to 59 inclusive were considered, and Messrs. Baldwin, Nixon and Gibson were further examined on matters relating to amendments to the Radio Act.

The examination of the witnesses being concluded, at 5.30 p.m., the Committee adjourned until 9.30 a.m. on Thursday, November 23.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday 21st November, 1967.

• (9:50 a.m.)

The Chairman: Gentlemen, we have a quorum. As mentioned previously, it is our intention this morning to deal with Part IV of the Bill.

We have with us this morning Mr. J. R. Baldwin, Deputy Minister of Transport, and Mr. G.G.E. Steele, Under Secretary of State. Mr. Baldwin, would you give us a brief explanation of the amendments that are suggested to the Radio Act?

[Translation]

Mr. Goyer: Mr. Chairman, since we are not discussing the same question as last week, would you allow me to ask, in parenthesis, a question of the Committee? I do not expect the question to be discussed this morning, but I would like to have this question submitted to the legal adviser of the Committee, if there is one. There certainly is Mr. Ollivier, who is, *de facto*, the Legal Adviser. We could study the following question at a later date: that of the expenses and the fee for the federal members who appear on television or on government radio stations. I think it is about time we defined precisely the scope of the legislation, and ask ourselves whether it is advantageous or not to make consequent amendments to the legislation. Members could certainly find reasons, and justifiable ones at that, to support a demand that the expenses of the federal members appearing on government television or radio stations be at least reimbursed.

As for fees, this is another debatable question. But I think it is important that we discuss this once and for all, because, in the past, it was the cause of great debate in the House, and it might well cause serious grievance to members. I simply wanted to bring up the question. I regret I intervened at this moment, but I think the question is important.

The Chairman: I think it is an important question but it is not mentioned in this particular Bill.

Mr. Goyer: Then let us add it. It is not all a matter of amending or striking out; I think we can also add to a bill.

[English]

The Chairman: Perhaps this could be taken up by the Steering Committee and we could report back to you.

Mr. Goyer: This is all I wish.

Mr. MacDonald (Prince): Mr. Chairman, just to clarify that matter, I think the problem that Mr. Goyer has raised is really one with specific application to the House of Commons Act which we would have difficulty dealing with in this Committee. However, when referring the Bill back we might like to recommend that this matter be taken up at some point when revisions to that particular Act are being dealt with.

The Chairman: Again, this is something the Steering Committee might consider and then report back to the Committee.

Mr. J. R. Baldwin (Deputy Minister, Department of Transport): Part IV, which contains a series of proposed amendments to the Radio Act, combines a number of new policy proposals of some importance which have a bearing not only on broadcasting but on all forms of radio communication in general. Also, there are a substantial number of highly technical changes to make the Act clearer and to make it conform with the general policy that is laid down in the earlier parts with regard to the proposed Canadian Radio Commission and the Canadian Broadcasting Corporation.

The Radio Act itself is basically an act which has dealt with the technical field of all types of communication by radio, including broadcasting, although, in the technical sense, broadcasting is only a small segment of the problem. There are thousands of other types of radio communications, commercial and non-commercial, and the Radio Act is basically the document which provides the Minister of Transport with the authority to deal

with such questions as allocation of frequencies, technical standards of equipment used to transmit and receive so that the best use can be made of the great demand for frequencies, the international negotiations that are necessary to work these things out and so on.

Within this context I could perhaps, if it is helpful to the Committee, mention what I think are the main points of policy that emerge in connection with the proposed amendments to Part IV. The first of these arises from the fact that in the earlier parts of the legislation the authority which is now vested in the Governor in Council on the recommendation of the Minister of Transport to issue broadcasting licences is to be transferred to the Canadian Radio Commission; it will disappear from the Radio Act.

There remains however, the very difficult and important problem of ensuring that broadcasting licences in the technical sense meet our national requirements and a considerable volume of study and research with regard to each application is necessary to ensure that it is technically satisfactory. The Department of Transport has a large and competent staff dealing with all these technical matters relating to the thousands of radio licences in existence and it therefore makes good sense that this group which is dealing with this problem, should continue to deal with the technical aspects of a broadcasting licence or a broadcasting application.

The device that has been used in this connection is one that has been employed very successfully in the aeronautics field, namely, that while the licence in the economic sense, if you will, will be issued by the proposed Canadian Radio Commission the broadcasting station must also have a technical operating certificate from the Department which will be designed to ensure that it meets the necessary technical standards. As I said, this is a procedure that has been applied successfully for many years in the air field where the Air Transport Board issues a licence to a carrier, but he must also have a technical operating certificate from the Civil Aviation Branch of the Department. So the provision is made for a technical operating certificate to be required from the Department in connection with broadcasting licences.

Another fairly important item that is dealt with in these series of amendments is the

proposal that the Minister be given the authority to specify the technical requirements that would be needed in connection with receivers that may be sold on the Canadian market. There are two broad reasons behind a provision of this sort.

The first, generally speaking, is that while we have had some authority in this field it has not been adequate or clear enough in our opinion. Equipment that meets technical standards is a terribly important thing to have, particularly as technical standards improve, because this is the only method by which you can get the optimum use of the spectrum of radio frequencies. I suppose there has always been a natural tendency in a country like Canada for older, obsolete equipment of poorer technical standards to be dumped in here from across the border if people wish to use it, which complicates life generally in getting the best use of a spectrum. This provision also would affect imported foreign equipment which has difficulty meeting our technical standards, and is brought in at a lower price, and this sort of thing.

Perhaps even more important than that is the question of television receiving stations and the need to open up the UHF band. I think you all know from your own considerable familiarity with the field of broadcasting that in quite a number of areas in Canada we are more or less at the limit with regard to the availability of VHF channels and the only method of getting more TV channels is to open up the UHF band. There is a sort of a "chicken and the egg" situation here; nobody wants to start opening up a transmitter in the UHF band if there are not any receivers that will receive the UHF band. On the other hand, the manufacturers or sales authorities for the receivers say that they do not want to start manufacturing or putting out sets with UHF receivers in them—they will cost a little more—because there is nobody transmitting. This was a long-standing problem in the United States and we benefited by their experience. We have had consultations with the industry in Canada and we have come to the conclusion that it is going to be necessary at some stage to give this a gentle push. Hence the provision in the legislation that the Minister may specify the type of receivers that will be sold in Canada, if necessary, the purpose being to make sure that the UHF band is properly used and

brought into service—that is, that receivers will carry UHF tuners.

We have provided another major new proposal in Part IV. Again, I think you are quite familiar with the background of the subject matter. Satellite communications or the provision of commercial communications of one sort and another by use of a satellite is a medium for transmitting the communication over fairly long distances is already a working reality in the international field and has substantial potential for domestic use in countries with large land areas such as Canada. It is quite certain that it will come into being in this country at some stage or other and we think sooner rather than later.

We do have under the Radio Act the authority to require that ground stations should be licensed but as it is not felt that this in itself is adequate there is a provision in this Part that a satellite, for the purpose of communications, which is under Canadian control would require a licence under the Radio Act just as any other form of radio communications would or I should say the entity providing and operating the satellite would require a licence.

(10:00 a.m.)

There are a number of what I think are important but a little less noteworthy points in subclause 4 that you will undoubtedly come to as you go through this Bill clause by clause and I might mention them very briefly. They are really for purposes of clarification of certain problems we have run into in the administration of the Act hitherto.

Provision is made that the Crown will be bound by the Radio Act. This is to make it clear that subject to a right of exception in certain classes—for example, national security—radio stations operated by a department of government must conform with the requirements of the Radio Act in the technical sense just as any other radio station.

The provision is specified to avoid any misunderstanding or lack of clarity that the Department or the Minister of Transport will not be responsible for securing our rights by international negotiation in regard to telecommunication matters. This is becoming an increasingly complicated problem just because of the great technical advances in this field. By tradition the Department has done this, but it has been decided that this

responsibility should be specified in law as well.

For the same reason we have strengthened the references to the need and the responsibility for developing research in this field. Again, because of the increasing importance to Canada of this whole area and because of the difficulties that have been developing in the radio licensing field outside the area of broadcasting—this is in the much larger field, numerically, of radio licences for all sorts and types of communications such as common carriers, public, private and data transmission and what not—we have also strengthened the provisions with regard to the Minister's ability to impose conditions of licence and to deal with the qualifications of owners applying for licences.

This is very much a highlight presentation, sir, but if you think it is adequate perhaps it would be better to either answer questions or to deal with it in whatever manner you consider appropriate.

The Chairman: Thank you, Mr. Baldwin. Mr. Fairweather, do you have any questions about any part of subclause 4?

Mr. Fairweather: I was interested in Mr. Baldwin's statement that the UHF requirement would be a gentle push. As a gentle person, I have an idea it should be a bit more than a gentle push and that somebody is going to have to take a decision about UHF provisions.

Mr. Baldwin: I think I might amplify that, Mr. Fairweather by saying that in our discussions with representatives of the industry, and we held a number of meetings with them, we found them divided. None of them would—I should not say "none of them", as a few would—but the majority would not openly agree that it would be desirable for the government to order them to do something, but informally we received the feeling that they felt personally, though they could not speak officially for their organizations, that only by some government push would we get over the hurdle of getting UHF tuners into television sets and most of them would welcome a move in this direction.

When I referred to a "gentle push", I really meant that we were not contemplating arbitrary and immediate action on the part of the government to order this to be done

and that we felt there should be further considerable consultation with the industry with regard to how they could accomplish it; what it would cost them and how much time they would need before we should set deadlines and this sort of thing.

This is the procedure that was ultimately followed in the United States after unsuccessful attempts over a period of years to do it on a voluntary basis. They set a deadline, considerably advanced, and said that no sets could be sold in a certain area after a given date unless they contained UHF tuners.

Mr. Fairweather: Does anybody have any idea of what the cost for each set will be? Will this involve a great amount of money?

Mr. Baldwin: No. This will vary a great deal according to the volume run. It costs a lot more to add a special unit to an existing set than it does to incorporate one in a mass run once you have the fact established. The estimates that we have received varied from a low of \$10 or \$15 to a high of \$20 or \$25 in a mass run as distinct from \$30 to \$35 or \$40 if you have to add a special unit to an existing set.

Mr. Fairweather: From observation, it seems to me that many times industry does not like government interference and yet, when they see something they should do, they wait for government to take the initiative and they only have themselves to blame.

Now, as to satellite communication...

The Chairman: Mr. Fairweather, in dealing with this part which is fairly brief, I wonder if we might deal with the same subject matter around the room before we move on to other parts of the Radio Act.

Are there any other questions dealing with UHF capabilities?

Mr. Mather: Yes, Mr. Chairman; I was wondering if at some future time Canadian receiving sets must carry tuners for ultra high frequency broadcasting, aside from the effect on the consumer—that is, the set owner and the manufacturer of the set—what about the area of the broadcasters and the opening up of these UHF channels? Would this pose any great difficulty or add costs to the industry?

Mr. Baldwin: No, this is not so significantly different from the VHF channels.

Mr. Mather: Thank you.

The Chairman: Are there any other questions on that point?

Mr. MacDonald (Prince): Is there any intermediate step here? I do not know very much about the technical aspects of television either in manufacturing receiving sets or in transmitting equipment, but I have noticed that on a good many of the television sets for sale today there is an indication on the set, even a place where you will add some kind of knob plus, I assume, some internal machinery to make it adaptable. I suppose this is an indication that it is eventually coming. Will there be a staging? In other words, will there be a requirement, initially, to go one step at a time?

Mr. Baldwin: It could be and it could also be an area approach in the sense that you may want to bring the UHF into one area sooner than another. I think the sort of situation you have mentioned, Mr. MacDonald, relates, again, to another type of intermediate move. You can have a set—and this costs less in terms of the additional increment—that is built to slot in only one UHF channel as distinct from a whole tuner and there are some sets of this sort on the market now. They are all right if you know you are going to, say, hook them up with an UHF channel in Ottawa some day and they are all right if you know you are going to live in Ottawa for the rest of your life and never going to move and you can take care of it. But on the other hand, if the set is ever going to be moved somewhere else...

Mr. Fairweather: No politician should buy one.

Mr. MacDonald (Prince): I have just one more related question on this topic. Are there television sets presently in use that were manufactured, say, prior to the last two or three years, that would not be adaptable to UHF?

Mr. Baldwin: To the best of my knowledge any existing set can have an UHF tuner added to it. It is just a matter of the costs involved, and so on.

Mr. MacDonald (Prince): And this will be applicable equally to color and to black and white?

Mr. Baldwin: Yes.

The Chairman: Mr. Baldwin, I wonder if I might ask you whether you have not gained enough knowledge and experience about the problems in this field of UHF adaptation from the United States to be able to move ahead very quickly now?

• (10:10 a.m.)

Mr. Baldwin: We would hope so, subject, of course, to the date on which the Canadian Radio Commission moves in deciding to open up this band of frequencies.

The Chairman: I was speaking, really, of the requirement that manufacturers put the UHF capability in the sets rather than the broadcasting stations.

Mr. Baldwin: This is right. We do not consider that it would need anything like the lengthy period in years that the United States took to solve the problem.

The Chairman: You are aware that our Committee's report on the White Paper recommended last March that appropriate steps be taken to ensure that all new television sets sold in Canada are equipped to receive UHF transmission. Far be it from me to suggest that the government or your Department have dragged their feet on this but the question arises of what has been done since March to speed this up.

Mr. Baldwin: Basically I think the problem has been that we had come to the conclusion that only a push, gentle or otherwise, based upon legislative authority would get us over the hump and we are now waiting the passage of the Bill to take action.

The Chairman: It may be unfair to ask you this, perhaps it is a matter of policy, but is it your understanding that once this Bill has passed which gives the power to require such capability...

Mr. Cowan: "Once this bill has passed" not "If this bill is passed?"

The Chairman: If this Bill is passed, thank you Mr. Cowan.

Mr. Cowan: I noticed that "once".

The Chairman: If this Bill should be passed with this power to require UHF capability will some regulation be issued promptly to so require?

Mr. Baldwin: I think the answer, sir, is that the final decision on timing and nature of action must rest under the legislation with the Governor in Council and I cannot speak for him. But in so far as the Department is concerned we are prepared to move promptly and feel we could move promptly.

The Chairman: You feel on technical grounds there is nothing now holding back the issuing of such a regulation?

Mr. Baldwin: That is correct.

The Chairman: May I ask whether or not any estimate has been made of the cost of a conversion program sponsored by governments, federal and provincial governments perhaps, for converting television sets to UHF capability? A suggestion was made before this Committee by the Canadian Association for Adult Education that if educational broadcasting was to be largely or completely on the UHF band, and if it was going to have any meaningful adult education on it, it would be very important that all sets could receive UHF transmission. There was a suggestion that federal and provincial governments together, perhaps, do as some provincial governments have done in the case of hydro conversion—actually pay for the conversion of sets. Now, has any estimate been made of the cost of this or any examination of the feasibility of it?

Mr. Baldwin: No, we could make a guesstimate in terms of cost which would really be the number of television sets estimated to exist in Canada today multiplied by a rough factor of, say, \$25 or \$30 which would bring you out somewhere between \$10 million and \$15 million; I would think perhaps higher when you include the installation that would be involved. But there has been no attempt to develop any program based upon detailed study of this.

The Chairman: Thank you. Mr. Fairweather, you had a question in another area?

Mr. Fairweather: Satellite communications. Concerning the satellite field I am wondering whether Canada has sought or has reserved, or does she need to seek space or whatever you call the portion of a satellite that a country leases or acquires for its use?

Mr. Baldwin: The answer is yes, we have studied the matter of the orbital positions we need that are available for our coverage and we do need to take action to obtain some reservation, or some notification of intent to use, certain specified spaces.

Mr. Fairweather: My question was: Have we done this?

Mr. Baldwin: No.

Mr. Fairweather: Have we given notice?

Mr. Baldwin: No, because this will involve some rather difficult, intensive and, perhaps, lengthy external negotiations both with and through the international satellite organization with the International Telecommunications Union and with the country that is closest to us and likely to have a similar interest in domestic communications by satellite, namely the United States.

We know the number of orbital positions that we think possibly would be available. We know the United States is interested in some of them as well as ourselves, and possibly in due course, Mexico and Brazil. But further policy decisions are necessary in terms of the responsibility, the entity that is to undertake this responsibility and the development of design techniques and specifications for the exact type of satellite that would be put into orbit. Before you can proceed to this further step other than preliminary, there must be what I suppose one must describe as informal discussions both with and through the International Satellite Organization and with the United States with regard to possibilities that exist and the need to work this out.

Mr. Fairweather: But we have had those informal negotiations. There is not any doubt that the international agency knows of our interest?

Mr. Baldwin: That is right; or the United States.

Mr. Fairweather: Because of the initiatives we have made?

Mr. Baldwin: That is right.

Mr. Fairweather: Not just because of our geography?

Mr. Baldwin: That is right. Our basic problem will be, as we see it, really in working this out with the United States; not that we expect any fight with them, but we both have an interest in the same positions and it would be senseless to try to get into a conflict over it as we must work in co-operation with them in solving this problem.

Mr. Mather: On this point, Mr. Chairman, is time a factor involved? What I am getting at, is there a danger to Canada that we may possibly lose desired space if we are not able to come to...

Mr. Baldwin: In the short run, no; in the long run, yes. I am not worried if we are not able to find a solution to this finally and definitively within the next three, or six, or eight months. If I felt that we were still going to be worrying over this 12 months or 15 months from now, I think our position would be prejudiced.

Mr. Mather: That is a year and a half from now we might lose?

Mr. Baldwin: We should know some time next year. I think this is the answer. Later than that, beyond that, I would be worried.

Mr. Mather: Thank you.

The Chairman: On this point, Dr. Brand?

Mr. Brand: I was wondering—perhaps this is out of order—but what is the present status of the Soble application; by the late Ken Soble's organization?

Mr. Baldwin: I think it was withdrawn was it not? I would have to ask my advisers whether it was formally withdrawn or modified or whether it is still an active application in the formal sense. Can you answer that Mr. Nixon, please?

Mr. F. C. Nixon (Director of Telecommunications and Electronics Branch, Department of Transport): Perhaps, Mr. Chairman, the question could be clarified. I am not sure that I know precisely what is meant.

Mr. Brand: I understood there was an application made by the late Ken Soble and his company for the setting of a third network by means of satellite.

Mr. Nixon: Mr. Chairman, I think the application was perhaps not a formal

application. It was a proposal in principle outlined to the Board of Broadcast Governors in October of last year and in more detail in March of this year. It really comprised a network of broadcasting stations and a communications satellite. Because it was not an application in the formal sense I believe it has rested since then and there has been no final statement by the Board.

• (10:20 a.m.)

Mr. Brand: How do you mean, in a formal sense?

Mr. Nixon: The applications for broadcasting stations or for communications satellites would normally come to the Minister of Transport and after technical appraisal would be referred in accordance with the legislation to the Board of Broadcast Governors for a recommendation. That is why I base my statement on the fact that this was not a formal application.

Mr. Baldwin: Perhaps I could clarify, Dr. Brand, to this extent: There were two aspects to the proposal from the Niagara Television Ltd. and Power Corporation of Canada group. One was for a network which would be a broadcasting network in the legal sense which would bring it under the Board of Broadcast Governors. The other was the fact that it was based upon use of a satellite which, of course, brought it into the new policy area where matters we have been discussing were already under review and have been under review since that time. And I suppose you could say that the latter portion of it is in roughly the same status as the proposals,—I think that is the best word to use—that have been received from the common carrier industry, RCA Victor and various other sources about what they think could and should be done about satellite communications generally. The consultant studies that were initiated by the Department and were completed in the spring, the work of the Chapman Task Force, and so on, all centre on this.

Mr. Brand: I have another question but perhaps it does not entirely relate to the same subject. Perhaps someone else would like to continue, Mr. Chairman.

The Chairman: Mr. MacDonald.

Mr. MacDonald (Prince): I wonder, Mr. Baldwin, if any decision has been arrived at yet whether this satellite system will be public, private or some kind of a mixed system?

Mr. Baldwin: There has been no decision as yet.

The Chairman: Mr. Goyer.

[Translation]

Mr. Goyer: With regard to satellites, can Canada put only one or two satellites in orbit?

[English]

Mr. Baldwin: May I answer in English?

Mr. Goyer: Yes, of course.

Mr. Baldwin: I think the answer is that...

Mr. Cowan: It is still an official language, you know, Mr. Baldwin.

The Chairman: Mr. Baldwin is still a courteous man.

Mr. Cowan: "May I answer in English?"

Mr. Baldwin: The answer is that the number of orbital positions that we would require have not as yet been firmly decided but I would think it is reasonable to assume that two would be the desirable number to keep in mind. This is for domestic purposes.

Our international position, for the moment at least, is taken care of by our membership in the International Telecommunications Satellite Organization, which is an international-intergovernmental organization which has plans for satellites that are jointly owned by governments for international communications. On the domestic field it will depend, Mr. Goyer, on the design of the satellite and the number of channels it can carry, but I think for normal purposes we could assume that a minimum of two orbital positions would be desirable. Is this a satisfactory answer?

[Translation]

Mr. Goyer: For national purpose, will the two satellites be necessary in the beginning of operations, or would one satellite be sufficient, with possibly a second satellite afterwards?

[English]

Mr. Baldwin: Most of the plans that we have received, and which we all think have merit so far, are based upon two satellites in orbit and with a third in reserve on the ground ready to be sent up in case of failure. Is this correct, Mr. Nixon?

Mr. Nixon: Yes. Perhaps I might make a supplementary statement on the matter of orbital positions. You cannot divorce the matter of orbital positions from the radio frequency co-ordination and sharing problem. Satellites come in various forms. Some have a large number of channels occupying the total frequency band and others, with fewer channels, occupy only a portion of the band. Those that occupy the total band will fully occupy an orbital position. Those that occupy only a portion of the band will share an orbital position with another satellite that occupies the balance of the frequency band. It is not just a simple matter of orbital positions.

[Translation]

Mr. Goyer: Does this mean that the two or three satellites for domestic purposes will have to be given entirely to either private enterprise, or the government, or could it be a point private and government enterprise? Let me put the question in another way: Could one satellite belong to the private sector and another to the government, and a third along similar lines?

[English]

Mr. Baldwin: I can only speak, sir, from sort of an official point of view. This is one of the policy matters that is under consideration by the government and, as I indicated, there has been no final decision. However, I think the nature of the operation, its complexities, the risks involved and the need for integration with the communications industry as a whole suggests very strongly the need to have one legal entity, whether that entity is entirely private, entirely government or a mixture of both, to take care of all our satellite needs in the domestic communications fields at the present time.

[Translation]

Mr. Goyer: With regard to communications from abroad, or transmitted abroad, there arises the problem of a French satellite, the

SECAM project. I am not an expert on the matter, but they say that the frequencies cannot be directly received by the satellite and transmitted as such. These frequencies will have to be de-codified, because the technical system used in France and the one that will be used here in America are not the same. Will this de-coding take place through the Canadian receiving satellite or will it have to be de-coded by the individual televisors?

[English]

Mr. Baldwin: There is no particular problem with regard to the receipt of signals from a project such as the experimental Franco-German Symphony satellite, which is to go up in 1971, I think it is, and it is an experimental project. The only problem of decodification that I can see would be in regard to the fact that if you are talking about television, the French television system is based upon a different number of lines than the North American system, and on this I will have to ask my technical advisers to explain how you relate one to the other.

The Chairman: Mr. Nixon.

Mr. Nixon: Mr. Laflamme, the television standards used in France are of the SECAM variety, whereas in Canada we use the NTSC standard. This means that somewhere in the link there has to be a translation from one standard to the other. In Europe, of course, this is done every day on the EURO Division network. I am not familiar with the precise location of the translating equipment, but in general it is on the other side. For example, if programs are being exchanged between Britain and the United States the translation equipment is located in Britain. Therefore a translation would be required on any programs coming from satellite Symphony and if the signals were put into Symphony on the French standard—and I am not sure this would necessarily be the case because it is a joint French-German satellite and they do not have common standards between them—then translation equipment would be required at the receiving point on this side of the Atlantic.

[Translation]

Mr. Goyer: On the other hand, does Canada foresee such equipment with regard to the transmissions of its programs abroad?

[English]

Mr. Baldwin: I think, sir, this would primarily be a matter for consideration by the Canadian Broadcasting Corporation rather than the Department. Do you agree, Mr. Steele?

Mr. Steele: Yes. For example, all those countries in Europe that use the NTSC system, where the signal is compatible with the North American continent, would present no problem but, as has been pointed out, in order to pick up the SECAM signal here rectification equipment would have to be put in either by the person running the communication system or the broadcasting entity if they are going to put it over their own broadcast network.

Mr. Brand: What do we do now?

• (10:30 a.m.)

Mr. Steele: If you are using the satellites, for example, on occasional pick-up...

Mr. Brand: The Early Bird satellite?

Mr. Steele: The Early Bird satellite... it is coming in on the NTSC standard.

[Translation]

Mr. Goyer: And this will depend directly on the CBC?

Mr. Baldwin: Yes.

Mr. Goyer: Concerning the actual building of the satellite, do we have to foresee special equipment? We would not want to send a satellite into orbit and realize later that we cannot add the necessary equipment to give the service we want. So this will take place here; it is not attached to the satellite if I understand this correctly. Am I right?

Mr. Baldwin: That is right.

Mr. Goyer: Then the CBC could have some equipment or other on earth to see to the needs I mentioned.

Mr. Baldwin: Yes.

Mr. Laflamme: Mr. Baldwin, have the countries with which Canada will have to co-operate in the setting-up, the organization of this satellite communication system, already decided whether the building—setting-up will be done by government organizations or by private enterprise? Have other

countries besides Canada actually taken a decision?

[English]

Mr. Baldwin: The problem is perhaps less difficult in most of the western European countries than in North America because in the majority of those the common carrier communications business is now completely nationalized and government-owned. The discussion in the United States at the present time is an extremely lively one, on whether this will be privately-owned, publicly-owned or both, whether it will be a new organization, or whether it will be in some way related to, or under, the organization known as The Communications Satellite Corporation—COMSAT—which is a mixed group, if you will, already doing this in the international field.

Somewhat the same considerations are applicable in Canada because we do not have a nationalized industry; we have some government-owned activities in the field, but we also have a very large private sector. We also have, with full credit to both, the private and government organizations, one of the best communications set-ups in the world—second to none, including the United States, in our opinion, in terms of technical efficiency and service to the public.

[Translation]

Mr. Laflamme: To date, have negotiations been undertaken to set up or organize a system or a joint bureau for international control of these satellites? I know it is going to be very difficult to have a specifically Canadian satellite which would not interfere in one way or another with other satellites and vice-versa.

[English]

Mr. Baldwin: We believe there are two international organizations now that can take care of this problem between them. One is the International Telecommunications Union, which has been in existence for many years and is an international, intergovernmental organization. It has dealt primarily with technical matters such as standards and registration of frequencies. The second one, which should fit in somewhere—although it is not quite clear how—is the International Telecommunications Satellite Organization.

This is an intergovernmental organization, which, I suppose, is really more a consortium than a corporation. Governments hold shares in it and it actually contracts for the provision and operation of satellites for international communications. We own slightly over three per cent of this corporation. The individual government ownership is based upon the volume of use. The United States naturally has the largest portion. We have something over three per cent, and are in the first half dozen in size among the owners, I understand. This organization is also in a position to do a great deal in terms of the co-ordination required on the international front.

Mr. Laflamme: Mr. Chairman, I just have one more question. Are we represented in that organization?

Mr. Baldwin: Yes, we are represented on the International Telecommunications Satellite Organization by the Canadian Overseas Telecommunications Corporation, which is the government-owned, chosen instrument responsible for providing all international circuitry for Canadian use other than the inter-links to the United States.

The Canadian Overseas Telecommunications Corporation owns, in whole or in part, various submarine cables. It also acts as our representative in holding the three per cent we have in the international organization. It now owns and operates a ground station in Nova Scotia for international communications by satellite, and is a full partner in this international organization.

[Translation]

Mr. Goyer: Is it correct to say that the countries of the East are not part of this international corporation?

[English]

Mr. Baldwin: Not as yet.

[Translation]

Mr. Goyer: Are Eastern countries not forming their own setup?

[English]

Mr. Baldwin: It has been reported that they have been considering this, but the situation is a little unclear. We do know that the Soviets, for example, with their great

competence in the satellite field, have communications satellites in orbit; but it is my understanding that these have gone not to stationary orbit but to a lower, random orbit.

There have been informal contacts with them, which would lead one to hope that a greater degree of co-operation can emerge, but I would hate to prophesy whether they will eventually come into the universal world organization or will setup their own. The likelihood is that they will setup their own for the countries of the east.

[Translation]

Mr. Goyer: Will this cause problems with regard to communications between the two networks? Will there be technical difficulties?

[English]

Mr. Baldwin: I think these could be solved.

[Translation]

Mr. Goyer: I have a last supplementary question, again on the topic of this corporation. Is it true that the United States have 51 per cent of the shares of this international corporation?

• (10:40 a.m.)

[English]

Mr. Baldwin: Yes, temporarily. When the organization was first established three or four years ago, it was set up on a provisional basis largely because it was important to get something going and because the countries concerned could not reach full agreement on what should be done permanently in the long run. They set up a provisional organization and a provisional agreement under which the United States does hold 51 per cent and under which, in fact, COMSAT, the U.S. company, acts as the manager in the technical sense of being responsible for working out design and putting satellites into orbit. This agreement runs out in 1969, and prior to its expiry there will have to be a new, continuing—permanent, we hope—agreement worked out for the International Telecommunications Satellite Organization, the structure of which will undoubtedly be somewhat different from the present structure, because quite naturally there is a surge of feeling that U.S. dominance, to be quite frank, is not a desirable thing in the long run. The U.S. should be a major partner, but should not run the thing and should not necessarily reach all the decisions. I am

not suggesting that they have; I am merely saying the fact that they have 51 per cent and that COMSAT has been the main managing agent has meant there has been some feeling on the part of other countries that in the longer run there must be a larger role given to other competent nations too. I do not think the United States itself will object to this concept; there will be difficulties in working out a new agreement, but I except it will be done and you will find a broader international recognition in the new agreement.

[Translation]

Mr. Laflamme: Mr. Baldwin are the Canadian representatives on this international board under the jurisdiction of the Board of Broadcast Governors here in Canada, or are they under the Department of Transport?

Mr. Baldwin: Under the Department of Transport; under the direction of Mr. Nixon.

Mr. Goyer: One further question.

[English]

The Chairman: Mr. Goyer, I think we are straying quite a bit from the Bill. I have not interrupted because I think this is a subject that everyone is very concerned about and the Bill certainly leads us into it, but perhaps we are straying quite a bit from its provisions. Is your further supplementary question directly related to the Bill?

[Translation]

Mr. Goyer: Yes Mr. Chairman. Since we are talking about satellites in the proposed legislation, we have to know if it is going to function properly and if it will work with all the other countries also. This is the direction in which I would like to ask another question. Are Germany and France a part of this corporation?

Mr. Baldwin: Yes.

Mr. Goyer: And, is...

The Chairman: Another further question?

Mr. Goyer: Yes, a subordinate question. Why are the technical means of broadcasting not the same as those used by the great majority of the country that are members of international consortium?

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[English]

Mr. Baldwin: If I understood the question correctly, I think the answer to that is at the time the international organization was first established, the United States were so far ahead of everyone else that you just had to rely on their competence to get something going and, in fact, we now have the Early Bird satellite system, and the international organization will have new satellites up within the next two years which will provide a high volume of channels across the North Atlantic. So, leaving aside the questions of price and cost, you can have many television programs coming across by satellite simultaneously if you wish.

However, the Franco-German development represents one of a series of moves in western Europe designed to increase their own technical competence. There are several European organizations of the western European countries designed to do this, both in the sense of building, manufacturing, designing and launching, again a natural desire not to see all the competence resting in the United States.

The Franco-German project is one that is described as experimental, designed to go up in 1971, with two TV channel capacity, as I recollect it, and which has certain limitations placed on it. As an experimental satellite it may not move into normal commercial business, because France and Germany are members of the international organization and as such they are committed to the single system concept.

However in the re-negotiation that we know is coming with regard to this international agreement, a number of countries—and France is one of them—we believe will put forward the concept that the international system, while remaining to the greatest extent possible a universal concept—leaving aside the countries of the East—should also make room, if need be, for what they would describe as regional subsystems. How that will be worked out is a problem that has not as yet been resolved. Is that a sufficient answer to your question, Mr. Goyer?

[Translation]

Mr. Goyer: From the viewpoint from which the Chairman proposed the problem, I think so.

[English]

The Chairman: I think we should understand that there is going to be ample opportunity soon, I hope, to examine the whole question of satellite communications. I do not think we should be led into a long discussion of this on the strength of simply having this Bill before us or we will never get through it. I know we are interested in this field and Mr. Baldwin can answer some of the questions that some of us have been thinking about, but I suggest you try to make them as brief as possible and relate them to the Bill.

Mr. Brand: I have one. It is very brief and it is about the Bill on exactly the same subject. Mr. Baldwin on page 23, I presume 2A (1) refers to the control which will be held by Canada over satellites:

...or on any spacecraft under the direction or control of Her Majesty...

What I am wondering about is subsection (2) where:

The Minister may, by regulation, grant exemption from the requirements of subsection (1)...

I find this a bit confusing and just for clarification I would appreciate your explaining to me whether you are referring to spacecraft by such exemptions; or are they specifically not mentioned?

Mr. Baldwin: No, this really is not referring to spacecraft. This is a re-writing and a re-ordering of a power of exemption already in the existing Act which is designed to allow the Minister to grant exemptions on two grounds. One concerns small electro magnetic transmissions—small radio transmissions if you will—that you obviously do not want to license such as garage doors that are operated electronically, and there are a great many of these devices coming on the market. Of course, we do require Canadian ownership in the case of a radio licence, but alternatively temporary exemptions, where reciprocal privileges are given to Canadians, to someone coming into the country who wishes to use his own radio apparatus. For example, someone bringing in his cruiser from the United States.

Mr. Brand: Or a radio telephone in a car and that type of thing? Would this include

exemption for the small sets receiving all the attention of the Department of Transport now that the kids are buying? The walky-talkies?

Mr. Baldwin: This is a somewhat difficult technical question. Not if they start interfering with police and taximen and things of that sort. It depends on the technical standards and wavelength.

The Chairman: Christmas is coming.

Mr. Baldwin: Yes.

The Chairman: Mr. MacDonald you are next.

Mr. MacDonald (Prince): When I asked Mr. Baldwin a question earlier I meant to go on and ask him two others that I will ask now. They are about satellites and there is something I want to clear up at this point. First of all, it is considered in the normal course of satellite development that eventually reception from these satellites will be directly from the satellite to the home receiver, rather than by an intermediary process reception and transmission centre located on the ground?

Mr. Baldwin: Technically this is considered feasible. It has not been developed to the point where it exists, but it is one of those theoretical things where you would say given enough time, money and energy we know we can develop something that will do this. Whether it is 10 years away or 20 years away is a subject of extensive debate. What I think needs to be realized also is that this does not mean the ordinary home receiver could pick up a direct transmission from a satellite. There will have to be a special home receiver or something specially built into it that according to present estimates could materially increase the cost of the home receiver far more than putting in a UHF tuner. Therefore, you are talking about a combined economic and technical problem, and this is why we say it is quite a few years away.

Mr. MacDonald (Prince): Combined with that question, then I would like to ask whether or not under national or international law as it presently exists there is anything to prevent another country, or another

agency from putting a satellite in orbit over our country?

• (10:50 a.m.)

Mr. Cowan: The RCAF.

Mr. Baldwin: Strictly in terms of law I would think the answer is no, although I am not an international lawyer. But you would have to use frequencies that were agreed; you would have to have the position registered with the ITU; it could not send a signal into Canada unless the ground station were licensed and the number of enroute problems are such that we think the factual realities are more important than the legal position in this regard.

Mr. MacDonald (Prince): My third and final question concerns COMSAT which you referred to earlier. Is it likely that form of organization will be brought into play to develop a kind of permanent satellite machinery that we will be using here in Canada?

Mr. Baldwin: I would find that very hard to answer. It is one of the models or one of the types that obviously is going to be looked at, but while it has advantages, it also has displayed some weaknesses. This is purely a privately owned company on which the government however has certain representatives in terms of the board of directors. It is not a mixed ownership company.

Mr. MacDonald (Prince): Is there a body at the United Nations which presently administers any kind of international agreement or control or what have you for forms of broadcasting?

Mr. Baldwin: The International Telecommunication Union is the only functional body related to the UN, and this deals primarily with technical standards and allocation of frequencies and matters of that sort on an international basis.

Mr. Brand: You say it is not possible, then, or someone to broadcast a program to a satellite and have it bounce off and be received in the home, that it just is not possible. Why not?

Mr. Baldwin: I am not sure whether there have been some experiments tried in this regard or not, but it is not proven as an operational capability on a continuing basis.

Mr. Brand: But it is possible, though, is it not?

Mr. Baldwin: Yes, it is certainly technically possible to develop a much more adequate system than we have now.

Mr. Brand: Have we decided internationally how much of the space above us we own as a country, or is this by international agreement?

Mr. Baldwin: Sir, I would not attempt to answer that question.

Mr. Brand: Yet it is an important one from this viewpoint.

Mr. Richard: I would like to ask Mr. Baldwin something on the ground. Perhaps he could enlighten me as to what were the powers of his Department in the past—up to now anyhow, until we pass the new act on cablevision and community antennas. What were they derived from and what will be the change under this proposed new act?

Mr. Baldwin: Cablevision Community Antenna is classified under the present Radio Act as a type of commercial broadcast receiving station which requires a licence from the Minister under the Radio Act, but nothing more. The procedure which has been followed informally hitherto has been to consult the BBG regarding the applications, but basically once they have cleared an area, to grant whatever applications may come into that area. Under the new legislation these types of stations will become the formal and legal responsibility of the Board of Broadcast Governors or its successor organization, the proposed Canadian Radio Commission, and will require formal consideration and formal action by the new Canadian Radio Commission as part of the broadcasting complex, as distinct from the situation now where they are dealt with just as a technical matter under the Radio Act.

Mr. Richard: What about your powers, though?

Mr. Baldwin: We will still have to deal with those on the basis of a technical operating certificate but it will not be our responsibility to decide whether there should be some or none in Pembroke, and if so, how many go into Pembroke and who gets the licences.

This would be a matter for the new Commission.

Mr. Richard: You would still have some authority over the technical aspect.

Mr. Baldwin: That is correct.

Mr. Richard: But I still want to revert to the legal aspect of it. How did you come into the picture under the old Act?

Mr. Baldwin: Because these could function only by virtue of a special receiving station which brought a signal into the air, and these were classified as licensable under the Radio Act.

Mr. Cowan: You meant to say, which brought a signal "out" of the air.

Mr. Baldwin: "Out" of the air, yes.

Mr. Cowan: They do not originate.

Mr. Baldwin: No, they receive only, but as such they were subject to licensing.

Mr. Richard: A receiving station is not defined in the old Act.

Mr. Baldwin: They are defined in the regulations as a category of station. Is commercial and broadcast receiving not part of the category?

Mr. Nixon: Yes. I think the definition of private receiving station...

Mr. Baldwin: In the old Act.

Mr. Nixon: ... is pertinent; and a private receiving station when operated for gain becomes subject to a licence and is then known as a commercial broadcasting and receiving station.

Mr. Cowan: Is there a licence for the receiving station at the Royal York Hotel?

Mr. Nixon: That has been interpreted by legal officers as not being operated for gain.

Mr. Cowan: You mean the Royal York Hotel does not rent their rooms for gain?

Mr. Nixon: When there is no specific charge made, Mr. Cowan, it has been interpreted as not being operated for gain within the meaning of the present legislation.

Mr. Cowan: You consider the CPR gives television service free to the patrons of the Royal York Hotel?

Mr. Nixon: I could not comment on that, sir.

Mr. Cowan: There is no specific charge. It would not be covered by a blanket charge would it?

Mr. Nixon: I think the interpretation is that where there is a specific charge which is related to the receiving function, then it is being operated for gain and subject to licence. Where the charge is included in the room rental, for instance, it is not a specific charge and it is not reception for gain.

The Chairman: The Royal York does not make any specific charge for its blanket either!

Mr. Cowan: It makes a profit on the fact they advertise TV in every room. They do not say "free TV in every room", but they do not say "free soap in every washroom" either!

Mr. Mather: Some hotels advertise free parking.

Mr. Cowan: I do not think the CPR would ever advertise anything free.

The Chairman: Are there any further questions of Mr. Baldwin?

Mr. Richard: That point will come out again later, Mr. Chairman. Mr. Baldwin is not here for an argument. A cable station is a receiving or transmitting station.

The Chairman: In so far as Part IV of the Bill is concerned is there a definition of a broadcast-receiving undertaking here, as there is in the other Part?

Mr. Baldwin: The definition is a direct parallel.

The Chairman: Oh, yes. The definition is found in...

Mr. Brand: On page 24. It is subclause 2A(3).

The Chairman: It is in clause 49 of the Bill.

Mr. Brand: Page 24, subclause 2A(3) reads:

Any radio station or radio apparatus that is capable only of receiving radio-communications and that is not a broadcasting receiving undertaking...

presumably that is where you exempt ordinary receivers from CATV. May I ask one question along the same line? Who will decide whether microwave links will be allowed or not for CATV operations? Will that be done through the Department of Transport or will it be done under this Bill?

Mr. Baldwin: I think it will depend on the nature of the application, Dr. Brand. If the applicant for a CATV licence proposes to provide his own microwave link as part of his basic undertaking, this would become part of the application in the sense of its consideration by the proposed Canadian Radio Commission. If, however, he was merely purchasing a microwave link in an existing common carrier service, in that sense it would not necessarily be part of his application. The only licensing carried out here would be the license originally issued within the Department to the common carrier for a microwave service generally. However, I suppose it is inevitable that the proposed CRC would take into consideration whether he was going to rely on the microwave linkage or not and where he was going to get it.

Mr. Brand: It would be permissible?

Mr. Baldwin: Yes.

Mr. Prittie: May I ask a question? Referring to the present application, Mr. Baldwin is aware of the situation in Calgary where I believe authorization has been given for some community antennae television systems. Is the situation held up because approval has not been granted for the use of the microwave from the U.S. border north?

Mr. Baldwin: Under previous policy we had not been opening up CATV licences which were based upon extensive use of microwave linkage from the United States, and it was decided as a matter of policy that we should not embark on new changes in regard to CATV licensing pending the passage of the new legislation.

Mr. Prittie: I really want to find out, Mr. Baldwin, if it would be the Department of Transport which would give the authority to use the Alberta government system, which I think one of the operators...

Mr. Baldwin: Under the present Act, yes, but under the new legislation the application could go to the Canadian Radio Commission.

• (11:00 a.m.)

Mr. Prittie: I realize that.

Mr. Baldwin: And they would undoubtedly take into consideration where the signals were coming from and what linkage was involved. I repeat that the exact use of the linkage, whether it was formally under their jurisdiction or not, would depend upon how it was being brought in; whether you were buying from a common carrier or providing your own.

Mr. Prittie: For whatever reason, is it the Board of Transport Commissioners that deals with the telephone companies?

Mr. Baldwin: Yes, to the extent that it has jurisdiction. As you know, this is an incomplete jurisdiction over the telephone companies.

Mr. Brand: What about microwave linkage within Canada? Let us take the situation in my own constituency. Let us suppose that a private operator wanted to bring CTV from the Moose Jaw area and provide it to Saskatoon by CATV. Would this sort of thing be permissible? It is not taking it off an "off-air" American program but, rather, a Canadian one.

Mr. Baldwin: Were you suggesting that he would bring it in by using a ground microwave linkage? Was this your point?

Mr. Brand: By, let us say, renting a portion of the existing microwave link which is there and taking it from that to a CATV system.

Mr. Baldwin: I think that in such a case the microwave linkage would be a matter which would have to be licensed by the Minister under the Radio Act. I believe this is the view of the officials of the Department of Justice as to the way the proposed legislation...

Mr. Brand: The Minister of Transport.

Mr. Baldwin: Yes.

Mr. Brand: Not the CRC. So you would make application to the Minister himself. That is very interesting. Thank you very much.

Mr. Cowan: On that delayed tape in Calgary so that Ed Sullivan will not get out to the West Coast too soon on a Sunday night, do they not broadcast the Sullivan Show out of Calgary on film by microwave to the West Coast? Because the microwave is used between Calgary and the West Coast, is it not?

Mr. Baldwin: I am not sure of the answer.

Mr. Cowan: This is what I am asking. Does that make it a Canadian program because it originated in Calgary for the West Coast on a delayed tape?

Mr. Baldwin: I cannot answer...

Mr. Cowan: ...allowing microwave programs to come into the United States on CATV.

Mr. Baldwin: I cannot answer the second question but Mr. Caton advises me that your first assumption is correct. This is the way it gets there.

Mr. Cowan: That is an American program delayed in Calgary and later broadcast by microwave to the West Coast although you said just now in answer to Dr. Brand that you have a policy or somebody has a policy of not bringing American programs in on microwave into Canada.

Mr. Baldwin: No; these are two different things. The Sullivan program would be transmitted by the CBC, as I understand it, over its leased linkage on the domestic system. I was talking about CATV licensing, which is a different thing.

Mr. Cowan: It is an entirely different thing, I know. Broadcasting Sullivan by microwave from Calgary to the West Coast is quite different from allowing a microwave program to come in from the States into Calgary from the South. The directions are quite different. I can understand that, sir. I understood that before you explained it to me.

The Chairman: Gentlemen, may I call clause 49. Are there any further questions on this clause?

Mr. Cowan: Well, I, sir, have not even heard a talk on CATV. I believe we start at

3.30 this afternoon. I have an 11 o'clock Health and Welfare meeting to go to now.

The Chairman: What is the wish of the Committee? Do you wish to adjourn until 3.30 p.m.?

An hon. Member: I am sorry, Mr. Chairman, I have another committee at 11 o'clock.

The Chairman: Then the Committee will adjourn until 3.30 this afternoon.

• (3:45 p.m.)

AFTERNOON SITTING

The Chairman: Gentlemen, Mr. J. R. Baldwin, Deputy Minister of Transport, is with us again and with him is Mr. F. C. Nixon, Director of Telecommunications and Electronics Branch of the Department of Transport, and also Mr. W. A. Caton, Controller of the Radio Regulations Division of the Department of Transport.

I think all the questions which the members had were answered this morning, Mr. Baldwin. If so, perhaps we could go through these clauses one by one and if there are further questions they can be raised as we go through them, but I think most of the questions have been answered.

On clause 49—Radio Act.

Mr. MacDonald (Prince): May I ask under this new Bill we are still going to retain the heading for the Radio Act?

Mr. Baldwin: The Radio Act is a completely separate piece of legislation, sir, and Part IV of this bill merely adds certain amendments to that separate bill which exists in its own right.

Mr. MacDonald (Prince): So it continues to exist?

Mr. Baldwin: That is right.

The Chairman: It is being dealt with under the same bill but it remains a separate act.

Mr. MacDonald (Prince): Then perhaps we can put this question. In view of the fact that so many other things are included under this is it sensible to keep referring to this act in its amended form as the Radio Act? It seems to me that the Communications Act, or some

thing like that, would at least be a little more relevant to 1967. In 1938 radio was almost but not quite the predominant means of public communication.

Mr. Baldwin: We did not contemplate any need to change the title of the act providing the content was adequate.

Mr. MacDonald (Prince): I just like to see these things updated so that they sound right.

The Chairman: There could be some confusion, of course, in that it does not deal with the things with which the CRC deals. If the name of the CRC is retained it implies some authority over the Radio Act which it does not have. If we were to use the name Canadian Communications Commission, then it would be confusing, would it not, to change the Radio Act to the Communications Act?

Mr. MacDonald (Prince): I am not sure that "communications" is really the best word to use here, anyway, but with all respect I think "radio" is a little bit limited and dated.

The Chairman: You have a point. In any event, the title of the act is not dealt with in this bill.

Shall clause 49 carry?

Mr. Cowan: No, I want to comment on clause 49. I just got here.

Mr. Fairweather: Carried.

Mr. Cowan: If you are sure it is carried, I am very sorry.

The Chairman: No, you came in time. Mr. Fairweather was just wishfully thinking.

Mr. Cowan: Did I understand that Mr. Baldwin, the Deputy Minister of ...

The Chairman: Transport.

Mr. Cowan: ... Transport is here? Who are the other two gentlemen?

The Chairman: Mr. Nixon is the Director of the Telecommunications and Electronics Branch of the Department of Transport. Mr. Gibson from the Department of Justice is also at the table.

Mr. Cowan: I only make that comment because in the remarks I may address to you gentlemen as witnesses I do not hold you in any way responsible for the replies you may give. I wish the Minister of Transport or the Secretary of State were here. As neither of them are here I may make some comments to you gentlemen but they are not directed to you individually. It is because the Ministers are not here that I may have to make these comments.

The Chairman: The Secretary of State will be here on Thursday morning.

Mr. Cowan: Yes. I want to bring up some questions with regard to CATV, which is Part IV of this act. I do not mind which one of you gentlemen answers. I was told by the Secretary of State that CATV will be hit by this Part IV of the new proposed Bill. On Page 1, in Part I, General, clause 2 (c), we have this big mouth-filling phrase:

all persons licensed to carry on broadcasting undertakings have a responsibility for the public effects of the programs they broadcast but the right to freedom of expression, ...

is unquestioned. The right of freedom of expression is unquestioned. It is there in black and white for you to read. What is the use of the right to freedom of expression if the general public do not have the right to hear the freedom of expression? I have in my hand from the CBC Information Services, 1500 Bronson Avenue, Ottawa, January 16th, 1967, the following statement by President Ouimet, which was released to the Canadian Press in Ottawa, the CBC newsroom and the dailies in Toronto after 7:40 p.m., January 14th, 1967. It reads:

The CBC is deeply disturbed by the violence of the reaction to its invitation to Mr. Adolf von Thadden to be interviewed on the program "Sunday". The invitation was based on the rise of Mr. von Thadden's party in Germany as reported in the news media recently.

● (3:50 p.m.)

The next paragraph is the one to which I want to draw your attention. Mr. Ouimet:

The greatest safeguard of democratic tradition is the freedom to express and examine...

Notice what Mr. Ouimet says, "the freedom to express and examine". This clause in Part I reads:

...the right to freedom of expression...

It does not say "to examine". Mr. Ouimet goes on:

the freedom to express and examine the widest range of ideas and opinions. A prime function and responsibility of the CBC is to provide for the free expression and scrutiny of points of view.

How are people going to "scrutinize", to use Mr. Ouimet's word, or to examine the thoughts that are voiced due to the freedom of expression if CATV, which is nothing but a receiving station, is going to be licensed? If they are going to shut off the receiving station, where is "the freedom to examine" and "the freedom to scrutinize" that Mr. Ouimet talked about in January, 1967, under that Act?

Mr. Baldwin: Mr. Cowan, I think that I must take the position that the basic decision to bring CATV under the generic definition of broadcasting licensing and, therefore, the proposed jurisdiction of the proposed Canadian Radio Commission, is something that develops under Part I of the Bill which will be dealt with when the Secretary of State is present rather than by the Department of Transport under the Radio Act. Our amendments in that regard are consequential rather than primary.

Mr. Cowan: Well, I can only tell you that I spoke to the Secretary of State about three weeks ago and I said to Judy:

I have read this Bill C-163 from beginning to end.

I do not know how many other members have, and I said:

Where is the section that catches CATV?

And she said:

It is in Part IV of the Bill.

And upon reading Part IV of the Bill with her she pointed out that Part IV of the Bill is what hits the CATV. I have waited for today to bring this matter forward. That is the Secretary of State I am quoting now.

The Chairman: Would you like to question her about it when she comes on Thursday?

Mr. Baldwin is simply saying that the technical questions that he is here to deal with, perhaps, do not go to the root of your question, as it is a policy decision to bring CATV under the regulatory authority.

Mr. Cowan: You are asking if clause 49 shall pass and I am saying, "no, not until I get answers to these questions."

The Chairman: Mr. Cowan, you are entitled to raise arguments and questions but I do not think you are entitled to hold up the Committee's work. If the Committee wishes to pass a clause...

Mr. Cowan: To steamroller right along. On Thursday I will be told to take it up the following week.

The Chairman: It is a matter of majority rule. I suppose we could be here forever waiting for people to show up at Committees and waiting for them to get the kind of answers that they would like. I think the majority of the Committee should make the decisions and not any one of us.

Mr. McCleave: This question relates to 2(b) dealing with the definition of broadcasting stations. My questions are, of course, obviously directed toward the "pirate" type of operation and the ships that might stray into Canadian waters and start broadcasting or televising to Canada. Would it hurt the definition to add at the end of the definition, the words, "or operating in or over Canadian waters"? This is at the very bottom of the page.

Mr. Baldwin: I really feel I would have to have time to think about that, Mr. McCleave, but my offhand reaction is that we might find ourselves in the complicated position of trying to regulate vehicles—ships or aircraft—that are under foreign control.

Mr. McCleave: Yes, but I was not thinking of that. Presume that these ships or vehicles are not registered in Canada and they should try to broadcast in some way to Canada. That is the point I had in mind. We cannot keep them out of our waters or air space if they are law-abiding, but suppose they tried to set up some kind of operation off Halifax or Vancouver?

Mr. Baldwin: It is not really technically feasible from the aircraft point of view, but

t would be from a ship's point of view, as I see it. I think it is a question of law and, perhaps, I should refer it to Mr. Gibson whether we would have any jurisdiction over foreign shipping beyond Canadian territorial waters.

Mr. McCleave: No, I meant over Canadian waters; not beyond Canadian waters. This just says "within Canada" and I presume that is the land mass.

Mr. Fred Gibson (Senior Advisory Counsel, Department of Justice): I must say, Mr. Chairman, that I do not feel qualified at the moment without looking in to it a little further, to determine whether or not the phrase "within Canada" as it appears here would include the territorial waters of Canada. The limitation, of course, that we face here is on enforceability of the provisions of this law and, of course, the Canadian law can be enforced within our territorial waters. Just whether or not this would embrace those territorial waters, I could not answer at the moment. I would like to consider that further.

Mr. McCleave: I presume Mr. Gibson will be with us at our next meeting?

The Chairman: He will be, but would you like to have this clause stand until you get an answer to that question?

Mr. Prittie: I think there is another reason, Mr. Chairman, why it might stand. The other day Mr. Fairweather did read another definition of broadcasting and asked at the time whether the one we had was sufficient. I wonder if the definition that he read has been looked at by the officials?

The Chairman: It enters into this clause as well as clause 2, so perhaps on the grounds that several people want to be further satisfied on clause 49, is it the wish of the Committee that this clause stand for the time being?

Mr. Cowan: I would expect further comment. I have here in my hand a "Statement on Community Antenna Television Broadcasting" by the Minister of Transport. These gentlemen are from the Department of Transport. It is dated July 22, 1964 which is more than three years ago when the Minister of

Transport was one Jack Pickersgill and the Secretary of State was Maurice Lamontagne. He is talking about CATV and how it is going to be brought under the BBG. May I ask questions of these gentlemen from the Department of Transport on that statement?

The Chairman: If it has some relationship with the Bill, I am sure you can.

Mr. Cowan: Well, the Bill is Clause 49(2) (1) (a):

"broadcasting" means any radiocommunication in which the transmissions are intended for direct reception...

That phrase "for direct reception" is brand new in this Bill compared to the present Act and this is what I am trying to discuss.

The Chairman: Please go ahead.

Mr. Cowan: Thank you. But bear in mind what I have already said about you being an official of the Department. In this statement that has been brought to us by the Minister of Transport on July 22, 1964, the Minister makes a comment like this:

The government has two main concerns. One is to see that CATV installations in Canada do not come under the ownership and control of persons and corporations which are not Canadian. The other is to see that CATV installations designed to receive broadcasts emanating from outside the area reached by any local Canadian television station, and particularly from outside Canada, are unlikely to make the operation of any existing television station uneconomical or to inhibit the provision of alternate Canadian television service in the area concerned.

Can you tell me, sir—as the Deputy Minister you are the senior man—where it was enunciated that the Canadian government has to guarantee a profit for TV stations throughout Canada once they are licensed?

The Chairman: Mr. Cowan, I think you are in the area of policy on which it is not fair to ask the Deputy Minister to comment.

Mr. Cowan: I have already said that.

The Chairman: Would it not be better to wait until the Minister—the Secretary of State—is here on Thursday? If this clause is

allowed to stand you will have the opportunity to question her on Thursday and you will still have the opportunity to question her about a similar definition which is in clause 3 of the Bill. I think I said clause 2 before.

Mr. Macaluso: I think we should explain to Mr. Cowan that we are not voting on these clauses, we are just going through them. The opportunity will come about...

• (4:00 p.m.)

The Chairman: All right; I am suggesting that if we can we should try to deal completely with those under the Radio Act today.

Mr. Macaluso: You mean vote on them?

The Chairman: And then we can vote on them, if that is your wish. However, it seems to be generally agreed that Clause 49 should stand in any event because it includes a definition similar to the one in Clause 3 of the bill, which the departmental advisers had agreed to reconsider. I have asked if it is agreed that clause 49 should stand for the time being.

Mr. MacDonald (Prince): Mr. Chairman, I would like to raise one other matter for consideration in connection with this clause. Does this mean, under this revised section, that the Radio Act would have control over such things as closed circuit television in the case of a university where they may be using it for instructional purposes or in hospitals or other places where closed circuit TV might be operating?

Mr. Cowan: You are on the beam!

Mr. Baldwin: Only if there is a radio signal as defined in the Act involved, but not otherwise.

Mr. Macaluso: Let me give you a prime example of this as a supplementary on the subject. At McMaster University there is in operation at the present time strictly closed circuit television for classroom education. They televise lectures and they are sent by closed circuit to other classes. Is that presently subject to the Radio Act?

Mr. Cowan: It is by cable, is it not?

Mr. Macaluso: It is by cable.

Mr. Cowan: That is different.

Mr. Macaluso: It is within the boundaries of the campus.

Mr. Nixon: Mr. Macaluso, that would not be subject to the Radio Act.

Mr. Macaluso: All right. Suppose it was not cable, it was a signal, and still on the campus.

Mr. Nixon: I think we should perhaps be clear on our terms. Perhaps the term "closed circuit" means different things to different people. We have interpreted it to mean signals that are not at any stage in their transmission broadcast, and when I use the term "broadcast" I am referring to the definition of broadcasting as it appears in the international agreements, in the present legislation and in the proposed legislation. If it were, for instance, a signal relayed by a microwave link this would not be broadcasting and therefore it would be closed circuit. Similarly a signal transmitted by cable would be closed circuit. The signal transmitted by cable, as I mentioned earlier, would not be subject to the Radio Act but the signal transmitted by the microwave link, which is an equal technical possibility, would be subject to the Radio Act.

Mr. MacDonald (Prince): I would like to clarify something here. The operative part of this definition seems to be the question whether or not it is being received by the general public.

Mr. Baldwin: For purposes of broadcasting and Part I, but not for the other purposes of the Radio Act.

Mr. MacDonald (Prince): I find myself a bit confused because you suggest that if closed circuit television were to take place in an instructional situation like a university campus it would not be covered, but if a similar closed circuit operation was carried on whereby people would be fed regular commercial programs for which they would pay a certain fee monthly, as they do now in the case of either cable television or some of the other forms of experimental pay TV, this would be covered.

Mr. Baldwin: Again I come back to Mr. Nixon's comment. It will depend on whether you use land lines entirely—cables—for the

transmission of the signal, or whether at some point a radio signal comes into the picture. If it is the former it would not be subject to the Radio Act.

Mr. MacDonald (Prince): If in a large metropolitan area a television production company decided to produce programs and feed them directly to the consumers by cable—in other words, they would make no use of the normal facility of public broadcasting with transmitters—would this be covered or not under the conditions laid down in this Act?

Mr. Baldwin: If the distribution was entirely by land line it would not be covered by any part of this legislation, neither Part IV nor the earlier parts.

Mr. Sherman: I have a supplementary question. Would the conditions of that station's licence not stipulate...

Mr. Baldwin: Yes, if this was a station that was already in the radio business the conditions of licence could then govern this atmosphere. I was assuming this was a company that did nothing else.

Mr. MacDonald (Prince): Exactly. That is the way in which I asked the question.

Mr. Prittie: I would like to ask a question on that subject too. On the question of distribution by land line, whether it is a service for profit or a university, if these cables crossed provincial boundaries—for example, from Ottawa to Hull—would this come within the scope of the act?

Mr. Baldwin: Not the present legislation.

Mr. Gibson: There is nothing in the broadcasting or radio portion of this legislation which would deal with that situation. This is still a completely closed circuit system rather than a broadcasting or a radio system.

Mr. Prittie: Mr. Chairman, the reason I am asking is that I suppose it would be quite possible in the foreseeable future for cablevision companies to be in the business of sending out filmed programs from the studio entirely by land line over quite a distance and even perhaps to other provinces. Are we not going to try and cope with this or is it a matter that should not be under the Broadcasting Act or the Radio Act?

Mr. Nixon: Mr. Chairman, as has been indicated, the transmission by wire lines would not come under the present legislation. In fact, it is not very probable that the transmission of television would take place by wire lines over large distances. The economics are the other way in favour of radio or microwave transmission. I am using the words radio and microwave synonymously. In that sense there would therefore be control exercised through the Radio Act.

Mr. Macaluso: Mr. Chairman, I have a supplementary in connection with the matter I was discussing previously. When the new medical school is built at McMaster University the intention is to beam operations or research facilities from the medical school to hospitals in the area and, vice versa, from hospitals to the teaching college on campus. Am I to understand if that is done by microwave in order to reach one of the hospitals up on the mountain rather than in the lower city, which could be handled by cable, that would be subject to the Radio Act, and yet the one that is connected with the General Hospital and McMaster University by cable is not subject to the Radio Act?

Mr. Baldwin: It is subject to the Radio Act for the simple reason that it has to use a radio frequency and maintain certain technical standards. Otherwise it may harm some other operations.

Mr. Sherman: Mr. Chairman, I have a supplementary. Is the one which is transmitted by cable subject to any other form of legislation, any act that we are not confronted with at the moment?

Mr. Baldwin: Not at the federal level. This would be a matter, I would think...

Mr. Davis: In this connection you said that land lines over distance were discounted because of economics. What about in circumstances such as from Detroit to Windsor? Are distances of that kind likely to be economic? Is it likely in the future to have land line connections which are international, lines between major centres of origin of programs and centres of reception in Canada?

Mr. Nixon: Yes, sir. This would be economically feasible. The distance is very short. It is the extreme distance that works

against the use of wire lines for the transmission of television.

Mr. Davis: And at the moment we have no legislation in existence or currently proposed which would regulate that activity in any way?

The Chairman: Perhaps the Committee would like to hear a brief word from Mr. Gibson about the federal jurisdiction in this field because we are getting into an area which the Bill does not cover. If members are suggesting that it should cover it, then I think we should know something about the jurisdiction that we have to legislate on in this field. Mr. Gibson, would you like to comment on that?

Mr. Gibson: I will just be very brief. Obviously members of the Committee are concerned about the cable system, the fully wired system that makes no use of the ether but which crosses a provincial or an international boundary. This is a key element in determining whether or not Parliament has jurisdiction to deal with this question. Generally speaking, a wired system entirely within a province would create difficulty. I do not want to be absolute, or black and white, here, because to my knowledge there has never been a definitive decision on this point, but it certainly would be difficult to balance federal jurisdiction in respect of such a system. An entirely different light is cast upon this situation, of course, if the line crosses a boundary.

• (4:10 p.m.)

If this Bill, either in the Radio Act portion or the Broadcasting Act portion, were to cover the land line that crosses either a provincial or international boundary, it would be distinguishing, on the strength of that crossing of a boundary, between that system and the system entirely within a province. Without a great deal more knowledge of the technicalities of any individual situation, or of the realities, in fact, of any individual situation, it would be very difficult to establish definitively whether or not federal jurisdiction could go any further than that.

Mr. Prittie: Do you not have jurisdiction now concerning telephone wires that cross provincial boundary lines?

Mr. Gibson: That is correct; there are; and the prime example that comes to my mind is The Bell Telephone Company, over which Parliament exercises certain jurisdiction. The lines of that Company, of course, do cross provincial boundaries.

Mr. Fairweather: It is the use, if I may ask a supplementary, that...

Mr. Gibson: This is the essential element of the definition of broadcasting contained in this Bill. In order to be a broadcasting undertaking, an undertaking must either emit a signal into, or receive a signal out of, the ether, or be a network, or a conglomeration of bodies, that makes this use of the ether.

Mr. Cowan: To receive out of the ether makes it a broadcasting undertaking, in your opinion?

Mr. Gibson: Yes, sir.

The Chairman: Mr. Gibson, I think you would go farther than that and say: If it receives something out of the ether and is a business undertaking.

Mr. Gibson: That is correct; and I should qualify my answer by going one step further. This cannot be a point-to-point signal. The other element of the definition which is relevant for this purpose is that the transmission—the signal that goes into, or is taken out of, the ether—must be intended for direct reception by the general public.

The fact that, in the case of a CATV system, it is not directly received by the general public does not alter the fact that when the signal of the CBC or of an American station, or of a private station, goes into the ether it is intended for reception by the general public.

The Chairman: Mr. Munro.

Mr. Munro: I wish to come back, Mr. Chairman, to something that was brought out by a couple of the other members, which it does disturb me. As I understand it, the majority of the CATV systems now in operation in Canada would, of course, be covered by this legislation. I say that because we all now know that they do receive signals that are transmitted through the ether, designed for public consumption. If, however, an existing CATV system should go into some

type of direct programming of its own, by wire—by its own land cable—to supplement news, or public affairs, in a given local community, do I understand that that would not be covered by this legislation?

Mr. Gibson: The undertaking as a whole would be subject to licence. I presume that the Canadian Radio Commission, in licensing it, would attach certain conditions to its licence. It is not inconceivable that those conditions could affect the terms on which it entered into direct cable transmissions to supplement its broadcasting receiving function.

Mr. Macaluso: Would that apply to the present system of cables?

Mr. Gibson: My comments would cover that, sir. If there is a presently existing CATV system which would, if this legislation comes into force, be liable to licensing by the Canadian Radio Commission, it is entirely conceivable that in licensing such a system the Canadian Radio Commission would take into account either the fact that it was doing supplementary closed circuit work, or was capable of so doing.

Mr. Munro: Mr. Chairman, I would like to get this clear in my own mind. If an existing, licensed CATV system should decide to go into programming of its own, transmitted by cable, without consulting anyone, then, provided it was not contrary to its existing licence—and knowing the nature of these licences, I do not think there is any prohibition in them—could they carry on this operation with impunity as far as concerns any regulation by any federal authority? I take it from your comments that they could.

Mr. Gibson: For the balance of the term of its existing licence, it could. However, the licence which it holds at the time this law comes into force—if it comes into force in its present form—would have to be renewed by the Canadian Radio Commission, and at that time it is entirely possible that conditions would be attached to the licence.

Mr. Munro: I have one further related question, Mr. Chairman. I take it the reason that no real power to regulate this is given under this act to any federal agency is that there is some considerable question in your

mind about the federal jurisdiction to control this? Is that a fair comment?

Mr. Gibson: This is certainly one factor.

The Chairman: You are talking about closed circuit land lines and cable systems?

Mr. Munro: That is right.

Mr. Gibson: This is certainly one factor which has been considered.

Mr. Sherman: May I ask a supplementary to this, Mr. Chairman?

The Chairman: Yes.

Mr. Sherman: Does this mean, sir, that this subject was deliberately avoided in the framing of this legislation?

Mr. Baldwin: The answer is yes, sir. This question, which you have been concerned with primarily, is part of the broader whole—the larger question of the regulation, if at all, of land lines generally. This is an extremely complicated matter, in which federal jurisdiction may be incomplete, and there may be questions about the respective positions of federal and provincial jurisdictions, quite apart from the rather difficult policy questions about the extent to which there should be any regulatory system applying to the land line structure that now exists.

There is limited legislation affecting certain companies such as The Bell Telephone, but this is legislation limited in its scope. The whole question of regulation of land lines is a huge and complicated subject upon which a fair amount of research has been done, but no real solution has been found as yet.

Mr. Prittie: Mr. Chairman, there was mention of The Bell Telephone. Is the regulation limited to the charter, or letters of incorporation, of this company, or did it flow from some general act?

Mr. Macaluso: A special act, under which it was incorporated.

Mr. Gibson: My understanding is that its rates are fixed under the Railway Act by the Board of Transport Commissioners, now by the Canadian Transport Commission.

Mr. Baldwin: The jurisdiction flows from the original special act.

Mr. Macaluso: Mr. Chairman, the Transport Committee is now dealing with the Bell Telephone as a special act company incorporated by Parliament. It is true that its rates are regulated by the Board of Transport Commissioners under the Railway Act, but its restrictions are strictly in the special act under which it was incorporated by Parliament.

Mr. Munro: Mr. Chairman, perhaps I could carry on with this subject. I took from what you said, Mr. Gibson, that perhaps in a more or less nebulous or indirect way the CRC could have some control because of the control they exercise over CATV systems in their normal operations; that they could, through their licensing, have some type of indirect control over CATV systems supplementing their service by direct programming. If my understanding was correct my question would be: Could it not be very seriously argued that the CRC would have no constitutional authority or jurisdiction to try to regulate either directly or indirectly what the CATV system, in its present form let us say, did in this fashion in terms of direct programming by a land cable.

• (4:20 p.m.)

Mr. Gibson: Yes sir, it could be argued, but I believe it would have to be argued on the specific terminology of any condition that the CRC proposed to impose on a CATV system. The CRC's jurisdiction is limited of course by the terms of the Bill—referring to clause 17(1) (a) (i) on page 8 of the new Bill—and to the extent that any condition is appropriate for the implementation of the broadcasting policy enunciated in section 2 it would be my view that it was within the power of the Commission to provide such a condition.

On the other hand, if a condition was clearly aimed not at implementing broadcasting policy but at some other element of the undertakings activity which is unrelated to its broadcasting receiving activity, then in my view there would be a good chance that that condition would be invalid.

Mr. Munro: Do you think a total prohibition by the CRC of the type of CATV system activity that we have been talking about would be valid in some circumstances.

Mr. Gibson: It is very difficult to talk specific cases. If in any given location it was conceivable that a CATV system could receive sufficient signals out of the ether to fill completely the number of reception bands it might be possible that the CRC could say to that CATV system that a condition of its licence would be that it receive all the broadcasting that was available to it. Now I think it is conceivable that such a condition could be imposed in the right circumstances and would be valid.

Mr. Munro: But only in those limited circumstances. That is the only example you can give?

Mr. Gibson: That is an example that comes to mind, yes.

Mr. Munro: I noticed in the government White Paper—and I am reading from the Committee's Report—this paragraph:

Study is being given to special problems of jurisdiction involved in the regulation of closed-circuit television operations and the reception of transmissions from antennae in the United States fed through a coaxial cable or microwave system to Canadian communities for local distribution over cable network.

Mr. Gibson: Mr. Chairman, this is in part at least covered by the definition of broadcasting undertaking. In the event that a cable television system consists of a distribution system in Canada, a coaxial cable across the border and a reception tower in the United States, it is my view that this is a single broadcasting undertaking. You cannot sever the reception element in the United States and the distribution element in Canada and call them separate because the one cannot exist without the other. In those circumstances that system would be a broadcasting undertaking within the Bill.

Mr. Munro: The first paragraph of Section 10 of the government White Paper clearly intends to bring CATV systems in under the proposed broadcasting legislation and I am just going to quote the sentence:

The new legislation will provide that community-antenna television systems shall be treated as components of the national broadcasting system, subject to

licensing, regulation and control by the Board of Broadcast Governors.

I may very well be putting in more than was really the intent here but it seems to me that we were concerned in bringing within our loose concept of broadcasting the undeniable possibility of CATV systems going into direct programming by land cable. It has already been acknowledged here that there is considerable question whether we have jurisdiction in this area and I fear the implications of this if we cannot control it. Is study being given or is anything going on now to resolve this constitutional-jurisdictional question so that we may have some indication in the reasonably near future whether we can have jurisdiction in this area?

Mr. Richard: Do we want it?

Mr. Baldwin: Without commenting on Mr. Richard's question, the study is going on but it is a study directed to the general problem of land lines, their role in the Canadian communication structure, the constitutional position and the extent to which, if any, a case for further jurisdiction exists. It is a very complicated subject.

Mr. Munro: But no conclusions have been reached at this time that would permit us to do anything about it in this proposed legislation?

Mr. Baldwin: No; it is a very large and complicated problem.

Mr. Macaluso: Is this going on just in DOT or in other departments also?

Mr. Baldwin: Well, the Department of Transport has been co-ordinating, if you will, in consultation with other departments.

Mr. Fairweather: So as an observation it is not too extreme to say that our study is incomplete until this huge area is considered. Here we are in the second section with, I think, basically rather good statements of policy, a mandate and everything else but it may be swept away by the onrush of this new technique.

Mr. Baldwin: Technology changes so fast in this whole area, Mr. Fairweather, that we find that legislation we have planned one day has loopholes in it two weeks later. I think that Mr. Nixon's answer is a reasonable

pragmatic reply, that basically the economics of the situation would mean that the area of CATV that has been dealt with in the earlier part of the legislation is the significant area at the present time. That could change.

The Chairman: Do you have any further questions on this part, Mr. Fairweather?

Mr. Fairweather: Well, it is such a ridiculous change of pace that I hesitate to make it now.

The Chairman: With respect to the study you were just discussing with Mr. Munro, might I ask is there a concurrent study going on having to do with the whole question of the invasion of Canada by foreign broadcasting signals however transmitted? My point is this. Where there is opposition to CATV I suspect that basically the opposition to it stems from the fact that so far as has been demonstrated it will be largely American programming and, therefore, there is a sort of nationalistic type of opposition to it. But of course the related question arises if CATV would serve areas that are not now served by American signals which come in quite freely into Canadian communities which are close to the border. Hence my question. This is why I have always felt that on one level legislation of this type, preventing legislation, inhibiting CATV operations, would be discriminatory; not discriminatory against American broadcasters or producers, but against certain Canadian viewers or receivers. Therefore, I return to the question I asked a moment ago: in this study of the whole CATV land line monolith, is there a concurrent study being made, or is it technically possible to examine the possibilities, of blocking the invasion of Canadian air by foreign broadcasters?

• (4:30 p.m.)

Mr. Baldwin: Sir, I would prefer to have that question answered under the Secretary of State's jurisdiction, because programming and policy are really dealt with in Part I of the Radio Act, which is basically technical in its regulatory policy.

The Chairman: Mr. MacDonald.

Mr. MacDonald (Prince): I have just two further questions. Earlier Mr. Nixon indicated that it was really a matter of cost; that

the problems we have been discussing had not arisen. I suppose much of the cost relates to the cost of the actual line installation and the expense of the particular cable that is used. I presume you will agree that if a break-through were to be made in terms of the actual material—the line—that is used, and if an economic substitution could be made it would radically change this whole situation?

Mr. Nixon: That is quite true, Mr. MacDonald. Nothing is static in the telecommunications technology field.

Mr. MacDonald (Prince): That is right. My other question is that if a cable television company, instead of receiving the programming out of the air as it presently does and then relaying it to its customers, were to take their feed directly by line from the source of communication—the particular television company, or what have you—would they then be subject to the same kind of federal supervision to which they will be subject if they receive their signal from the air?

Mr. Baldwin: Do you mean if a corporate entity were to connect by land line with a television studio and distribute?

Mr. MacDonald (Prince): That is right.

Mr. Baldwin: That particular corporate entity would not come under the jurisdiction of either the Radio Act or the Broadcasting Act, but the television studio which was producing the programs originally, and if it was a licensee under the Broadcasting Act, might have its ability to do that limited by conditions of licence, as I understand it.

Mr. MacDonald (Prince): They will be normally, I would assume. To add just one further dimension, what would happen if a cable television company decided to take a land line from some station in the United States and bring it directly to Canada? Would they be under some kind of jurisdiction because of this, or other, legislation?

Mr. Nixon: The Minister does have a regulation, Mr. MacDonald, which requires licences of private or common carrier microwave systems to obtain ministerial approval for the transmission of signals which have emanated from broadcasting stations, and which are

designed, or intended, for distribution to homes via cable systems. I have not quoted the regulation precisely, but this is its intent. Therefore, if this was to be relayed by microwave it would come within the scope of that regulation.

Mr. MacDonald (Prince): I was not thinking of microwave. I was thinking of a straight cable operation from the source of transmission to the receiving sets at the other end.

Mr. Nixon: If it is a cable operation throughout, I do not believe it would be subject to any legislation now, or any that is proposed at this time.

Mr. MacDonald (Prince): Even were it to cross our national border?

Mr. Nixon: That is quite true.

Mr. Cowan: Mr. Chairman, this might have a bearing on what he is asking about: Was there a licence required when they brought the hockey games into St. Catharines and Hamilton and Toronto, for the home games of the Maple Leafs? That came in by wire from the States—Detroit and Chicago.

Mr. Nixon: Mr. Cowan, I presume this was handled over the microwaves system of the telephone company.

Mr. Cowan: I presume it was done by coaxial cable, sir.

Mr. Nixon: I am not sure.

Mr. Cowan: If it was broadcast in the air you could pick it out from the air yourself.

Mr. Baldwin: Not on a microwave; microwave is a controlled system, that...

Mr. Cowan: Well, let me give you a case in point, Mr. Chairman, bearing on points that you gentlemen are talking about. Some members of the House of Commons have come to me and expressed considerable interest in the fact that I sat in on the original hearings of the Aird Commission 35 years ago. I am now talking to you about something that happened in 1956, and I think it is very interesting. In 1956, when I was with the *Toronto Star*, I brought into Toronto for the first time the world's heavyweight championship fight.

It came in by coaxial cable to the Uptown Theatre, and it filled that theatre to overflowing.

The interesting points about it, first: It came in by coaxial cable all the way from New York city, up through Albany and Syracuse and Buffalo into Toronto. They were selling theatre seats on it in those places I have mentioned. But the interesting point is that the fight was scheduled at a certain hour of an evening which conflicted with, I think it was the General Electric All Girl Orchestra, or the Theatre of the Air, or something, in the evening. The Bell Telephone informed me that they could not bring it in from Buffalo because they were bringing in the General Electric program to a Toronto station and could not handle it for that reason. I then got in touch with the CPR and the CNR to have a microwave system running from Windsor to Toronto.

The interesting thing about this is that they are able to broadcast from Toronto to London to Windsor, but they cannot broadcast from Windsor to London to Toronto; that is, in television reception. Since we could not bring the heavyweight fight in in 1956 by coaxial cable from Buffalo—that is what The Bell Telephone told us—the CPR and the CNR said—this jointly-owned microwave system from Windsor—"We will bring the fight in to you, Mr. Cowan; very glad to do it". I got in touch with Dr. Davidson Dunton, as you call him—I call him Davie Dunton—and I have known him since 1938 when he was editor of the *Montreal Standard*; and most of you here do not even know he ever was an ex-newspaperman. I got in touch with Davie Dunton, and I said to Davie, "How about this coming across the Detroit River by microwave, because I am told by the people in New York City that it is available to us by microwave from Detroit to Windsor. Are you going to tell us that we cannot bring it in by microwave across the border?" And Davie said, "No, Ralph, you can bring it across and I, personally, will see that that time is cleared to come across from Detroit to Windsor and bring it into Toronto on microwave".

Far be it from me to cast any aspersions on The Bell Telephone Company. The interesting thing is that, once this is perfected, The Bell Telephone Company can bring it in

by coaxial cable from Buffalo. That was terrific. I wonder what changed? I do not know what changed in the interval. But in order that that program would not come in to Toronto by way of Windsor and London and Hamilton to Toronto by microwave, the Bell said, "We will bring it in by coaxial cable." And the fight came into the Uptown Theatre by coaxial cable all the way from New York City.

What happened immediately after that—the next heavyweight fight—was that they put it into Loew's Uptown and Loew's Downtown. I am showing you that it was distributed in two places there. But Hamilton wanted to cut in on it and the city of London wanted to cut in on it, and St. Catharines. I am not objecting, but here you have CATV in the raw state, if you want to say that; it magnified ten thousand times the number of seats that were sold on it. That was by coaxial cable, coming in by way of Buffalo.

Why should there be any difference because of the fact that that came in by way of Buffalo—as far as I know, no licence expired—yet if it had come across the Detroit River as originally arranged with Davie Dunton, why, all hell breaks loose. Why? It is the same fight, the same time. A lawyer should be able to answer that question. I am giving you the date. Now those heavyweight fights come in from the Maple Leaf Gardens, and thousands of people go to see them. They do not have a thousand homes looking at it; they have thousands of people at Maple Leaf Gardens to watch these big heavyweight fights.

The Chairman: A lawyer may be able to answer it, Mr. Cowan, but I am not sure how it is related to the Bill.

Mr. Cowan: Well, several people referred to broadcasting by microwave over the Detroit River and coaxial cable; I thought that had something to do with this. I will admit that I do not understand it.

Mr. Prittie: The last question was from Mr. MacDonald, I think, about whether there was any authority involved if you brought something by cable across the international boundary. That was his question. The answer was no, was it not?

Mr. Nixon: That is right.

Mr. Prittie: Well, Mr. Chairman...

• (4:40 p.m.)

The Chairman: Just a moment, please. It is now 4.40 p.m. You are ranging over the whole field of radio communication, land lines, and so on. And I think these gentlemen while they are here should have an opportunity to answer any questions there are with respect to the technical matters that come under their jurisdiction, and I would not want them to feel they had wasted their time here listening to us discuss policy matters which we would be better discussing with the Secretary of State. If there are technical questions that you wish to ask of these experts, I think they should be asked today so that they hopefully would not have to come back again. We should reserve our comments about the boxing matches and so on until the Secretary of State is here because she is more of an expert on policy in those areas.

Mr. Prittie: Mr. Chairman, I do not think this has been out of order at all.

The Chairman: Well, it seems to me, gentlemen—and I am only the Chairman and you can proceed as you wish—that there is a great deal of wallowing here and general comment which might better be made when we come down to debating any changes in this Bill. But I think it is a bit of a waste of time of these gentlemen for us to come here and simply make comments and speeches rather than getting the information which they are able to give us.

Mr. Prittie: I think that is what we are doing, Mr. Chairman. There may have been some questions which involved policy which quite properly they cannot answer, but we have been asking questions particularly about federal jurisdiction on land lines which I think is pertinent to this whole question of broadcasting. We were searching for answers and we have been getting some. I think we needed to know this before we proceed.

The Chairman: Are there any more questions?

[Translation]

Mr. Goyer: I hopefully think this is a technical question. Does not the fact that satellites will be in operation in 1970, 1971 or

1972 at the latest, render useless any debate concerning cable communications. Since satellite communications will make it impossible for us to cause any interference in the programs coming from the United States, or the whole world in fact?

[English]

Mr. Baldwin: Mr. Goyer, the general opinion seems to be that there will continue to be room for both and that both will continue to be used. We are, for example, through the Canadian Overseas Telecommunications Corporation, even now, investing jointly with the British some new money in a cable to Bermuda. There will be room for both submarine cables and satellite communication systems.

[Translation]

Mr. Goyer: Do you foresee that in the long run both systems will continue to co-exist?

[English]

Mr. Baldwin: Yes, but the satellite system will take priority.

The Chairman: Mr. Prittie.

Mr. Prittie: May I ask a question about clause 50. Is this the clause that would empower the Governor in Council to require manufacturers of television receiving sets to include ultra high frequency capability in those sets?

Mr. Baldwin: Quite correct.

Mr. Prittie: Thank you.

Mr. Munro: Mr. Chairman, I would like to come back once more to this question of approval, which is somewhat troublesome. As I understand it there may be a silver lining here some place. In clause 17 (1) (a) sub-clause (i), the Executive Committee, if they feel that activities of the type we have described—direct programming by line cable, say by CATV system, or in the instance that Mr. MacDonald quoted where there might be a direct cable from a TV studio—may interfere or prejudice or affect the other activities of these entities, either the CATV system or a regular TV station, to the degree they may affect their other activities which undeniably come within the jurisdiction of the federal authority, to that degree we would be able to regulate their activities as far as direct programming is concerned.

Mr. Nixon: Yes, sir.

Mr. Richard: I always come back to the same point, Mr. Chairman. This is a broadcasting bill and surely the intent of a broadcasting bill is not to see how we can restrain people from receiving programs from the air, but to deal with an institution which is almost *désuète*, as we say in French, broadcasting by air in the form that we have it now. And surely I am not being asked to consider a broadcasting bill that is going to lengthen the life and the money-making probabilities of organizations or facilities which may be outdated already. But this Bill does not deal with the future; it deals with the facilities we have at present. Surely you are not going to put restrictions on anything that enables the public to get better reception of our own Canadian stations. People would not listen to our Canadian stations just now if we did not have cable TV.

The Chairman: Mr. Richard, may I suggest that the time...

Mr. Richard: Well, I have to say that sometimes other people have been making those statements, although the Committee was in agreement. There should be controls rather than explaining a policy.

The Chairman: Mr. Richard, I think we will get further if we reserve our debate until we have had our questions answered.

Mr. Richard: Providing they are not all one-sided.

The Chairman: Well, there is a report that this Committee made last March which deals with this matter and I am sure you are familiar with it.

Mr. Richard: That is why I do not agree with it—with what some people put on it.

The Chairman: You will have an opportunity to debate any amendments to the Bill when we come to consider them. Can we have any more questions while these gentlemen are available?

Mr. Davis: Yes, I have a question concerning the economics of land line transmission. How far was it economic to transmit a signal by land lines 10 years ago, how far is it economic now, and perhaps 10 years in the

future? How far can these messages be transmitted economically now, or how far are they in fact being transmitted economically now?

Mr. Baldwin: Land lines in various forms are competitive with other forms of radio communication. I think this is a very difficult question to answer specifically because both are subject to continuing technical improvement.

Mr. Davis: Quite.

Mr. Baldwin: Gordon, I do not know whether you would like to amplify this.

Mr. Davis: Are signals now covering distances up to 100 miles or several hundred miles?

Mr. Baldwin: Land lines run right across the country.

Mr. Nixon: Just off the top of my head, 100 miles might even be considered...

Mr. Davis: The reason I am asking is that some people have envisaged the eventual buying of existing cable networks in different parts of the country and the eventual linking of those networks, if this could be done by land line economically. In other words, spanning distances sometimes of five hundred or a thousand miles between these networks, you could have a system functioning in this country, conceivably under foreign ownership, which would escape most of the provisions of the Bill.

Mr. Baldwin: We think the economic advantages in terms of increasing distance are likely to continue to rest with the microwave or radio facilities, just as in the satellite field we think that even at longer ranges there is a good chance that the satellite form of communication, in due course will be more economical than the ground microwave, but we do not know yet.

The Chairman: Are there questions concerning any other part of the proposed new clause (2) of the Radio Act?

Mr. Fairweather: I will come down from satellites to a rather modest piece of domestic concern. Is the Department of Transport studying or concerned with the electronic listening devices and this type of thing? And then I want to go from there to the rather

sophisticated children's toys and things like that. It sounds silly but they are becoming rather troublesome.

The Chairman: You are asking whether these things come under any of the definitions in this proposed clause (2).

Mr. Baldwin: There is nothing in the legislation that deals with that.

Mr. Fairweather: But is there not a concern in the Department of Transport? Is the Department not concerned about the proliferation—let us take them part by part—of the increasingly sophisticated toys or devices used by citizens and big children; walkie-talkies and things like that. If it is not a valid question I am not upset about that.

• (4:50 p.m.)

Mr. Baldwin: Yes. These are licensable under the Act.

Mr. Fairweather: They are licensable?

Mr. MacDonald (Prince): At what point do they not become licensable? Is this the question?

Mr. Fairweather: Yes.

Mr. Baldwin: It is exempt from a licence if there is no radio signal involved or if it is of a category which the Minister, under his powers of exemption, has granted a class exemption.

Mr. Fairweather: Referring now to the electronic listening device, is this part of the DOT's concern or is this in another area of governmental responsibility?

Mr. Baldwin: It is our concern in the sense that certain of these devices may be technically licensable or require licences. The basic policy on the extent to which these are a good or a bad thing goes beyond the technical purview of the Department. We have briefed other departments, including the Department of Justice, on the problems involved but as our role is primarily technical we have not taken the prime lead in that matter.

Mr. Richard: Mr. Baldwin, would that be related to interference with radio signals?

Mr. Baldwin: Some of them could cause interference.

Mr. Richard: Then under Section 50 you could make regulations covering the sale and use, etcetera, of this apparatus?

Mr. Baldwin: It is possible that we could do this.

The Chairman: Is there any other question arising out of the proposed new section 2?

Mr. MacDonald (Prince): Why is the definition on the statement concerning a network included in the revised Bill?

Mr. Baldwin: This is merely to ensure that the provisions of the Radio Act are consistent with the provisions of the amendments contained in Part 1 of the broadcasting policy, as the two have to work in harmony.

Mr. MacDonald (Prince): And the definition of a radio station is a great deal more general. In fact, one really wonders whether it is not too loose to be considered part of the legislation. Subsection (h) defines a radio station this way:

...means a place wherein radio apparatus is located...

I am no lawyer in these matters but that seems to be a terribly general statement. I suppose it depends on your definition of "radio apparatus". For instance, I have a short-wave receiver. Would that mean that I have a radio station in my...

The Chairman: Subsection (h) has to be read with Subsection (f). That is where radio apparatus is defined.

Mr. MacDonald (Prince): I guess I overlooked that.

The Chairman: We have definitions upon definitions.

Mr. McCleave: I wonder if I could ask if in this particular area we are ready for the satellite age yet or whether we will have to come back to it again. I notice a reference to:

...spacecraft under the direction or control of...

Canada.

The Chairman: Mr. McCleave, when you were not here we went through a good deal of discussion about this and I would hate to have to ask...

Mr. McCleave: No, no.

The Chairman: ... Mr. Baldwin to repeat it. Perhaps you could read about it.

Mr. McCleave: I shall. Thank you.

The Chairman: I think the question has been fairly well answered.

Mr. Laflamme: Yes, we were up in the air this morning.

The Chairman: Is there any concern about any part of the proposed new section 2A? Any questions?

Mr. Cowan: I thought this was Part II and now it is section 2A.

The Chairman: I have been talking about the proposed new sections of the Radio Act. I referred to the proposed new section 2 and now I am referring to the proposed new section 2A.

Mr. Cowan: In Part IV?

The Chairman: In Part IV under clause 49 of the Bill.

Mr. Goyer: Carried.

The Chairman: I am trying to make sure that any concern about these matters is brought out so that when we come back to consider each section and debate and vote on them there will be no need to bring the officials back. The proposed new section 2A? The proposed new section 2B?

Mr. MacDonald (Prince): In section 2B it suggests that if a licence is revoked or suspended the person involved will be given an opportunity to be heard—heard by whom?

Mr. Gibson: The issuing authority, sir, is the Minister and the power to suspend or revoke lies with the Minister. I would presume that the right to be heard would not be considered by a court to have been adequately given unless the Minister or a senior official designated by him had given that right.

Mr. MacDonald (Prince): So the Minister is judge and jury in this instance?

Mr. Gibson: Yes, sir, subject only to the limitation that if he does not act in accordance with the section, if he does not give a reasonable right, there would undoubtedly be recourse to the courts.

The Chairman: The proposed new section 2C?

Mr. Sherman: Mr. Chairman, Subsection (b) of section 2C seems a bit arbitrary, but perhaps I infer from it more than is intended. It says:

The Minister shall...

(b) determine the power, radio frequency and call letters to be used by broadcasting transmitting undertakings;

Presumably this is not as arbitrary and authoritarian as it sounds.

Mr. Baldwin: No. This is really intended. Mr. Sherman, to define the powers we have at the present time, namely, that an application must specify the power limits and the frequency and these must be such that they satisfy the general pattern that has been laid out for the dropping in of frequencies here and in the United States, and so on, the technical control that is essential to an efficient use of the broadcasting band.

Mr. Sherman: But the Minister shall not tell you or me what our power, radio frequency and call letters shall be. We shall apply for a certain power, radio frequency and call letters.

Mr. Baldwin: You apply. After you have made your application he might tell you that you cannot have 50 watts, although 25 watts would work in this situation.

Mr. Sherman: But there would be a reason for this.

Mr. Baldwin: Yes.

• (5:00 p.m.)

The Chairman: Is there any further question concerning clause 49? If not, are there any questions concerning clause 50?

Mr. McCleave: I have a question, Mr. Chairman. It relates to the interference that sometimes happens to receiving equipment from ham radio operations, and on looking at clause 50 and the older part on the other side of the page I gather that no new measures have been proposed to deal with that. Am I correct in this?

Mr. Nixon: There is nothing new in the legislation, sir. Of course, the amateur radio

stations are licensed under the legislation and subject to the regulations and therefore there is ample opportunity for the Minister to work out a solution to the interference problem.

Mr. McCleave: Is that section used very often? There is a fellow in Halifax who has been complaining for years—and there is a great mass of correspondence with your department about this—that the ham radio operation still interferes with his enjoyment of radio and TV. Can you really correct the situation or it is a matter of trying to reason with the ham operator?

Mr. Nixon: There are a great many measures that can be taken. Quite often the difficulty is due to what might be termed a deficiency in the television receiving equipment, and it is a matter of judgment whether the cure should be applied to that instrument rather than to the amateur transmitter. Usually it is a case of negotiating the best possible solution.

Mr. Cowan: With regard to clause 50, it says:

The Governor in Council may...

(b) regulations prohibiting the regulating...

(ii) ...radio apparatus, capable of receiving broadcasting...

Are you referring there to individual receiving sets in the home or are you referring to stations receiving microwave or cable TV? Radio apparatus capable of receiving broadcasting is referred to on the page opposite page 23, where the explanation is given that station means equipped with receiving radio apparatus.

Mr. Baldwin: It could be either, Mr. Cowan.

Mr. Cowan: Then you go on to say in Section (c) (ii) that the Minister may:

make regulations respecting the qualifications of persons...

(ii) who may be employed as operators at radio stations...

What is the idea behind that? Have we got to the point where the Minister is going to tell us who we can employ in private industry?

Mr. Baldwin: The primary purpose is to deal with nationality.

Mr. Cowan: And how often do the employees have to pass this inspection by the Minister?

Mr. Baldwin: There is no control system established by the legislation itself. This is an authorizing power to make regulations and the primary purpose of the request for the authorizing power is to give the Governor in Council the authority to determine the nationality requirement. This is part of the policy of Canadian ownership and operation.

Mr. Cowan: Is it going to make some difference to the receiver that he does not know that the operation of the radio station is in the hands of an Hungarian immigrant, who has just come in here, or in the hands of an immigrant from Great Britain? What does it matter who the operator is? The owner is responsible to the government. The Minister may make regulations with regard to whom licenses may be issued by the Minister. Does the owner not have any responsibility at all, then? The Minister is going to say who is going to be the operator?

Mr. Baldwin: The basic concept behind this is that it is important for us to be able, in certain circumstances, to deal with the question of the nationality of an operator of a radio station, sir.

Mr. Cowan: Does the Minister of Transport specify who the engineers will be on the trains? The railways are granted charters.

Mr. Baldwin: No; but I think we would consider that the role of people who are engaged in the operation of radio stations is somewhat more important, in terms of our national security, if you want to put it that way.

Mr. Cowan: You are talking about the employee, or the man who holds the charter?

Mr. Baldwin: I am talking about the employee.

Mr. Cowan: I am not arguing about the man who holds the charter. The Minister may make regulations with respect to the qualifications of the person to whom licences may be issued by the Minister. All well and good. There I think the responsibility of the Minister should end. It should not extend down to who may be employed as operators

under the jurisdiction of the people who hold the charter. How detailed can you get?

Mr. Richard: Could that extend to qualifications, also?

Mr. Baldwin: It could cover qualifications; but it could also cover nationality.

Mr. Cowan: It says "respecting the qualifications" right there.

The Chairman: There may be qualifications of different sorts, I suppose.

Mr. Sherman: Mr. Cowan has raised a very interesting question. I just want to satisfy my own curiosity on the point.

Mr. Baldwin, the legislation is not referring, in general, to employees, as such. I assume you are referring to one specific employee.

An hon. member: Or the specific employee who fills the specific role of operating—the technical operator. That is who you are referring to. You are not referring to employees in general?

Mr. Baldwin: No; just specifically operators.

The Chairman: "Operators" is defined in the proposed new section 2 (e) at page 23.

Mr. Cowan: Who is the operator of CFRB—Standard Radio, or...

The Chairman: Within the terms of this Bill, Mr. Cowan, and as found in clause 49 on page 23, proposed new section 2 (e), an

"operator" means a person employed, engaged or authorized to operate or assist in the operation of any radio apparatus.

Mr. Cowan: Or assists in the operation. How far down the line do you go in assistance to the man in charge?

Mr. Baldwin: It is the technical staff who would actually manipulate physical equipment.

Mr. Cowan: May I ask what nationality has to do with the programming that hits the people?

Mr. Baldwin: We think it is quite important, in the overall sense, given the role that many of these stations will play, let us say, in the event of a national emergency, sir.

Mr. Cowan: You are entitled to your opinions. We are entitled to ours, too.

Mr. Prittie: Has this power ever been used? Has it existed before and has it been used?

Mr. Nixon: Under the present legislation the operator is required to be a British subject, with certain powers of exemption. This is the basic requirement.

Mr. McCleave: May I ask if these regulations are published in the *The Canada Gazette, Part II*?

Mr. Baldwin: We have the opportunity to look at them.

Mr. Cowan: "Or assist in the operation of." How far down the line do you go in the name of assistance to the operator? I know radio stations that have operators who are not British subjects.

The Chairman: Mr. Nixon said that there is provision for exemption.

Mr. Johnston: Relative to Mr. Cowan's question, I was wondering whether an announcer would be an assistant to the operator. It would seem to me that his power of influencing the public in time of an emergency would be considerably greater than that of some of the technical personnel.

Mr. Baldwin: I do not think we would class an announcer as an operator, quite frankly.

The Chairman: No; I would hope not. That was the meaning of my question.

Mr. Prittie: Are there security clearances on such people, or is this a reserve power that could be used for that purpose?

Mr. Cowan: In "This Hour Has Seven Days" they thought they were the operators.

Mr. Prittie: We are trying to arrive at a definition.

The Chairman: The fact is, as Mr. Nixon has said, that the present Act limits licensing of operators to British subjects, with certain powers of exemption. It does not seem that this is very much different from that. It merely eliminates the restriction of "British subject" and permits the regulation of those

who can or cannot be employed as operators. It is an extension of what exists in the Act now, is it not?

Mr. Nixon: With more flexibility.

The Chairman: With more flexibility.

Mr. Prittie: Mr. Chairman, again I ask: Is it a reserve power which is there to be used if necessary I would like to know if it is ever used.

Mr. Nixon: Yes; it would be used, in our view, in respect of certain classes of stations; and it would, perhaps, be a reserve power in respect of other classes.

Mr. Prittie: But when any broadcasting station hires an engineer or a control man, is there a security check on such a person? Is this a normal thing or is the power just there to be used if it is thought necessary in an emergency? I think we have security checks in this country of all kinds of people coming into the government service and in other posts in private industry. I am interested to know if this happens for employment in broadcasting?

• (5:10 p.m.)

Mr. Nixon: I am not aware of any security checks.

The Chairman: Is not the situation here that under the present Act, there is probably no regulation required under that section, and that under the proposed new clause of the Radio Act, because it is more flexible you would issue regulations under this clause which might say much the same thing for the time being as the present Act does—that people can qualify as operators if they are British subjects or if they have lived in Canada for a number of years. Is this not what you have in mind?

Mr. Baldwin: Yes, sir. It is theoretically possible that the regulations here might in one sense be broader than was possible in the past in that we might say that landed immigrants could satisfy certain requirements and certain categories. In other cases, we might insist on Canadian citizenship.

Mr. Fairweather: Do you not now? By virtue of the provisions of the Canada Shipping Act for masters, mates and engineering...

Mr. Baldwin: You have powers of exemption there.

Mr. Fairweather: Yes, I know, but you have it presumably for almost the same reasons.

Mr. Baldwin: It is quite comparable.

Mr. Prittie: I am interested to know how the power operates. Supposing a radio or a television station in Canada wants a new engineer and finds one in Cleveland, Ohio, and he comes up to take the job, must such a person be licensed by the Department? Is this how it operates? Do you license technical people?

Mr. Nixon: Yes, these persons would be certificated.

Mr. Prittie: Therefore, every person within a given technical category, before he works for a station, has to be licensed by the Department. Is that the idea?

Mr. Nixon: That is correct.

[Translation]

Mr. Goyer: Mr. Chairman, could I ask the legal advisor the legal basis on which he relies to interpret this article where it is mentioned:

"what may be employed as operators in broadcasting stations"

Referring to the qualifications of the operator on what legal basis does he rest so as to say that certain British subjects are considered as having the required qualifications whereas other nationalities or other citizenships lack them?

[English]

Mr. Nixon: Mr. Chairman, I might start by saying that at present there are no regulations in this area. The Radio Act simply provides that:

No one shall be employed as a radio operator at any coast, land or mobile station unless he is a British subject.

I am in no position, of course, to say what the criteria were at the time that provision was enacted. The criteria which will be used in establishing the qualifications, whether they be nationality qualifications or technical qualifications under the regulations that

will be made under this clause, will be a matter of policy, I presume, determined at the time the regulations are enacted.

[Translation]

Mr. Goyer: The Deputy Minister of the Department of Transport mentioned that the security of the country could represent an important point. Does this mean that there is more danger of war with our immediate neighbour, the United States, than there would be with India or other Commonwealth countries whose citizens are considered as British subjects?

[English]

The Chairman: Mr. Goyer, I am not too clear on the purpose of this line of questioning. The proposal is to change what you are pointing out may be illogical. The term "British subject" is found in many of our laws, partly because there was no such thing as Canadian citizenship until relatively recently. Now I presume the Department is taking this opportunity to make this provision more flexible, to take out a reference which is admittedly narrow and, therefore, I think any question concerning the wisdom of the existing section perhaps is somewhat unnecessary because this proposed Bill would delete that reference and would make it quite flexible.

[Translation]

Mr. Goyer: This is precisely the point, as we are giving very flexible powers to the Minister, very wide power, we nevertheless have to emphasize how ridiculous was the former situation to which regulations which are now obsolete, may lead. If we do not emphasize this, it can be rather easy, in future, to repeat the same error.

[English]

The Chairman: An example might be given of a Commonwealth country like Rhodesia being less of a threat than a non-Commonwealth country like the United States. But I am not sure that we need to labour this point because it is being disposed of.

Mr. Nixon: Mr. Chairman, may I point out that the proposed power would reside in the Governor in Council under this proposed clause.

Mr. Davis: Clause 50 (b) (ii) reads:

(b) make regulations prohibiting or regulating

(ii) the offering for sale for use in Canada of radio apparatus, capable of receiving broadcasting that does not conform to technical requirements established by the Minister...

To what extent do receiving sets, for example TV sets in this country, differ from TV sets in the United States? To what extent do departmental regulations, etc., require that they be different, and why?

The Chairman: Mr. Davis, I think you are dealing with a question which was covered very thoroughly this morning. This is the clause under which the manufacturers might be required to instal UHF capabilities in sets. Is that what you have in mind?

Mr. Davis: Is it not a fact that today I cannot buy a television set in the United States and bring it into Canada?

The Chairman: That is not a matter for the Department of Transport.

Mr. Davis: Over and above tariffs, are there specifications drawn by the Department which in any way preclude my buying a set today in the United States and utilizing it in Canada?

Mr. Nixon: No, Mr. Davis, there are not, and I am referring to television receivers.

Mr. Davis: Yes, but I am talking about receiving sets also.

Mr. Nixon: No, there are no regulations.

Mr. Davis: I see. Then the complications that I am thinking about I assume refer essentially to patents and so on.

Mr. Nixon: They might refer to transmitting equipment of one sort or another, in which case there would be technical requirements to be met.

Mr. Davis: I see.

Mr. Cowan: Radio apparatus is defined here as being "capable of receiving". You are speaking about transmitting just now, but this clause says "capable of receiving".

The Chairman: Mr. Nixon was saying that he did not think that it applied to receiving apparatus but it might apply to transmitting apparatus.

Mr. Cowan: Clause 50, subclause (b) (ii) says:

radio apparatus, capable of receiving broadcasting,...

It defines the broadcasting apparatus.

The Chairman: The answer to Mr. Davis' question about whether this should be a concern under clause 50 was, no.

• (5:20 p.m.)

Mr. Cowan: Getting back to clause 50 (c) (ii) about the operators at radio stations, who was the important fellow at that Vancouver station where Pat Burns lost his job and I believe the owner lost the licence and all that? Burns was only an announcer. Was the operator more important than Burns in that case? I am speaking of a technical operator now.

Mr. Prittie: He pulled the switch!

Mr. Cowan: Yes. Burns is a British subject, I believe. He is performing in Montreal yet. Is he certificated? You used the expression here a little while ago.

Mr. Prittie: He was a Liberal candidate.

Mr. Cowan: He was a Liberal candidate? Boy, it is a wonder they have not clipped his wings and his freedom of expression before now.

The Chairman: Surely not.

Mr. Cowan: Who was the important fellow at that station in Vancouver? Was it the fellow that worked the switches, or Burns, or the owner? I believe the owner was a lady.

The Chairman: I think that may be a question that the witnesses cannot answer.

Mr. Cowan: I thought it was a technical question.

Mr. Prittie: Mr. Chairman, does that refer only to people who have to be licensed technically? Presumably you cannot do certain things in broadcasting unless you have a licence of technical competence. Are these the only people that it refers to?

Mr. Baldwin: This would refer to persons who may hold licences; they would be defined in the regulations; and to persons who would also be defined in the regulations as operators, which must in turn be consist-

ent with the definition of "operator" as given in the earlier clause.

Mr. Richard: With regard to this clause, Mr. Baldwin, do you think that the Governor in Council could make regulations about the manufacture of receiving apparatus so that we could not listen to any station except those that were meant to be received; so that you could not receive the whole range of stations? Would that not be an easier way to do away with those stations that are coming in under cable TV?

Mr. Cowan: What about the freedom of choice?

The Chairman: I think that is more a legal question than one for Mr. Baldwin. I do not know whether Mr. Gibson seeks to offer an opinion on whether or not such regulations would be in the spirit of the Act.

Mr. Gibson: I think that perhaps such a regulation might fall within the terminology of the clause.

Mr. Richard: I think so.

Mr. Gibson: But that would not necessarily make it enforceable.

Mr. Davis: Mr. Chairman, what are these technical requirements that the Department would enforce with regard to receiving sets?

Mr. Baldwin: The prime purpose of this clause, as we explained this morning, Mr. Davis, is to take care of the UHF situation and to make it possible to...

Mr. Davis: Just looking ahead, to the future.

Mr. Cowan: But it is not limited to that sole purpose, though.

Mr. Baldwin: Not necessarily.

Mr. Cowan: It is like Diefenbaker and Fleming using those financial clauses to run the tariff up and down in 1962. It can be used to hit the receiving apparatus for CATV sets.

The Chairman: Mr. Munro, have you a further question on clause 50?

Mr. Munro: Yes, Mr. Chairman, for Mr. Gibson, I guess. I am just trying to find the reference to the fact that section 7 of the old

Act specifically be repealed. I may just have missed it.

Mr. Gibson: Clause 52 on page 28 reads:

Sections 5 to 7 of the said Act are repealed and the following substituted...

The material substituted, which is a new section 5, is not the same subject matter.

Mr. Munro: That is fine.

The Chairman: Clause 51.

Mr. Laflamme: In clause 50, subclause (2). I think we should add "for each offence." It says "Any person who violates any regulation made under this section," but it does not say for how many offences.

The Chairman: Mr. Gibson, would you like to comment on that?

Mr. Gibson: A separate charge could be laid with respect to each offence, sir, in the event that it was considered desirable to ensure the levying of a heavier penalty than that provided for in the clause. In the event that an individual is in breach of this provision on several occasions he can be charged with several breaches, if that is considered desirable.

Mr. Laflamme: Would it not be more effective if we say "for each offence"? It could sometimes mean a penalty not higher than \$1,000. He may violate the law for two months and be charged with only one offence.

Mr. Gibson: It depends upon the nature of the provision he violates. In certain circumstances each day upon which an offence is committed can be considered to be a separate offence. In other circumstances it cannot—if it is a continuing offence that is only committed once for a period of time. The effect, in relation to an offence that can be committed several times individually and separately, is precisely the same in either, no matter which way you word it.

Mr. Laflamme: But the law as it is now does not say precisely what you are explaining.

The Chairman: Is not Mr. Gibson saying that such a wide variety of regulations is possible under this Act that it is in fact more flexible to leave it as it is; and if it is found necessary to seek higher penalties than this,

in the case of repeated infractions, the Department simply lays multiple charges.

Mr. Laflamme: But I think it would be much more effective if you stated, what an offence is, to assist in the appraisal of the sentence.

Mr. McCleave: I think Mr. Laflamme is right. A violation of a regulation might be a one-time thing or something that is done a dozen times. Yet if they are proceeded against under this Act a defence lawyer could say that the number of violations does not really count; that it is just the fact that the regulation has been violated that makes the offence.

Mr. Gibson: That is correct to the extent that if a regulation is violated, it is violated and the penalty then becomes payable upon conviction. If an offence is committed on several separate occasions or the same offence is committed several times, then there are several separate offences, each of which can be punished under this clause. It depends entirely upon the nature of the violation.

I think I recognize the point you are aiming at, sir, but I can only say that the object of this amendment is simply to increase the penalty for individual offences in precisely the same terminology that is used at present in the Act and which, I can only presume, proved satisfactory.

Mr. Laflamme: Well, maybe for a period of time. There have been the same cases before the courts and all the other charges have been dismissed by the judge by his saying that since the offence was not specified and since many charges were laid, he simply found the accused convicted of one and dismissed the others. Why not the same for each offence?

Mr. Gibson: I have nothing further to add. I cannot pursue the matter any further. Personally, I am not convinced of the desirability of altering the form of a section that to the best of my knowledge has proved satisfactory over a period of years. I cannot go any further. I could take the matter back and review it with the criminal law people of the Department who may share your view, although that certainly was not expressed to me at the time the Clause was drawn up.

Mr. McCleave: Perhaps that would be best because it does not deal with the technical

things for which the experts are here, I would therefore, suggest that this clause stand. I think Mr. Laflamme has a good point.

Mr. Laflamme: I have just one more question. What is an offence? Is it a violation of the bylaws or the rules for one day, for one week or for one hour? What is an offence in violation of the regulations? Is it only for one instance?

• (5:30 p.m.)

Mr. Gibson: I think it must depend upon the way the regulation itself is worded, sir. It may very well be that it is the commission of a specific act or it may be simply the failure to comply, which is a continuing thing.

The Chairman: Mr. Gibson will consider that and advise the Committee further.

I will now call Clause 51.

On clause 51—*Radio Act*.

Mr. Cowan: Under Clause 51, 4(h):

The Minister may make regulations establishing technical requirements in the respect of any class of radio apparatus, capable of receiving broadcasting...

While you were talking on clause 50 the reply was received that "radio apparatus" means in the home and which has ultra high frequency and very high frequency receiving bands. But I draw your attention to the explanatory notes opposite page 23, subclause (h). Referring over to subclause section (h) on page 23 this states:

"radio station" or "station" means a place wherein radio apparatus is located; You have the word "station" there in subclause (h) but the explanatory note says:

"radio apparatus" means a reasonably complete and sufficient combination of distinct radio appliances intended for or capable of being used for radioelectric communication, whether by transmission or reception or both;

That certainly is not a description of an individual receiving set in a home and here

we have in clause 51 where we are repeating again:

The Minister may make regulations establishing technical requirements in respect of any class of radio apparatus, capable of receiving broadcasting...

I do not accept for one moment that it is a full answer to state that the radio apparatus referred to in clause 50 and I suppose the same argument will be advanced with regard to Clause 51 as it only refers to the receiving sets in the home to which Mr. Davis was referring. Otherwise, why is it defined under "radio station" as outlined on page 23, subclause (h)?

Mr. Baldwin: As I understand it, sir, this has to be read as complementary to (b) (ii) in clause 50. In other words, in order for the purpose of clause 50(b) (ii) to become effective, the Minister has to establish technical requirements and has to have the authority to establish technical requirements and clause 51(h) gives the Minister that authority.

Mr. Cowan: This will apply to the receiving apparatus of CATV. That is what I am driving at. You have been giving me the answer—or to Mr. Davis—that it applies to the individual homesets such as you might buy in the States and bring in to Canada. I have been trying to emphasize that it also applies to the receiving apparatus for a CATV operation. But up to now I have been told, "Oh, no, it could be translated that way, but we really mean the receiving set in the home".

The Chairman: Mr. Baldwin, I think, said in answer to Mr. Davis, that it could be either.

Mr. Cowan: Well, this says the Minister is going to tell us what we can and cannot receive on our receiving sets. They are limiting us to whatever channels he wants to limit us to. Up to now it has been a pretty free country.

The Chairman: Are there any questions on clauses 52 to 59? Those appear to be the only questions arising out of Part IV.

Thank you very much, gentlemen, for being with us and offering your assistance.

The Committee will adjourn until 9.30 a.m. on Thursday.

Mr. McCleave: Mr. Laflamme and I have come up with some new names for the Canadian Radio Commission so I hope that all those references to it in the clauses of the Bill will not be held against us.

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The Clerk of the House.

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament

1967

STANDING COMMITTEE

ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 4

THURSDAY, NOVEMBER 23, 1967

Respecting Bill C-163,

An Act to implement a broadcasting policy for Canada,
to amend the Radio Act in consequence thereof and to
enact other consequential and related provisions.

APPEARING:

The Honourable Judy LaMarsh, Secretary of State.

WITNESSES:

Mr. G. G. E. Steele, Under Secretary of State; Mr. H. O. R. Hindley,
Assistant Under Secretary of State; and Mr. Fred Gibson, Senior
Advisory Counsel, Department of Justice.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

STANDING COMMITTEE ON BROADCASTING, FILMS,
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Béchar,	Mr. Laflamme,	Mr. Nugent,
Mr. Brand,	Mr. Macaluso,	Mr. Prittie,
Mr. Cowan,	Mr. MacDonald (<i>Prince</i>),	Mr. Régimbal,
Mr. Fairweather,	Mr. Mather,	Mr. Richard,
Mr. Goyer,	Mr. McCleave,	Mr. Sherman,
Mr. Jamieson,	Mr. Munro,	Mr. Simard,
Mr. Johnston,	Mr. Nowlan,	Mr. Stafford,
		Mr. Yanakis—24.

M. Slack,

Clerk of the Committee.

MINUTES OF PROCEEDINGS

THURSDAY, November 23, 1967.

(8)

The Standing Committee on Broadcasting, Films and Assistance to the Arts, met this day at 9.50 a.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Béchar, Brand, Cowan, Fairweather, Goyer, Jamieson, Laflamme, Johnston, MacDonald (*Prince*), Mather, McCleave, Munro, Nugent, Prittie, Richard, Stanbury—(16).

Members also present: Messrs. Davis and Wahn.

In attendance: The Honourable Judy LaMarsh, Secretary of State; Mr. G. G. E. Steele, Under-Secretary of State; Mr. H. O. R. Hindley, Assistant Under-Secretary of State; and Mr. Fred Gibson, Senior Advisory Counsel, Department of Justice.

The Committee resumed consideration of Bill C-163 and examined the Minister, assisted by Messrs. Steele, Hindley and Gibson, particularly on Clauses 2, 3, 4, 7, 17, 19 and 39.

The examination of the witnesses still continuing, it was agreed to cancel this afternoon's sitting due to an expected vote in the House.

At 12.30 p.m., the Committee adjourned to the call of the Chair.

M. Slack,

Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Thursday, November 23, 1967.

• (9:50 a.m.)

The Chairman: Gentlemen, the Minister is with us again this morning. The last time she was here we had made very happy progress up to clause 2(g), I think. Are there any further questions on clause 2(g)?

Mr. Wahn: I have a question on clause 2(g), Mr. Chairman. It seems to me that this entire subclause should be limited by the proviso that this service should be extended as public funds become available, or as funds become available. You will notice that proviso is in clause 2(g) (ii) and it seems to me that it should apply to the entire clause; otherwise it is illogical.

I have prepared an amendment, which I will get some member to sign, which would delete the first six lines of subclause (g) and substitute the following:

the national broadcasting service should, as public funds become available

(i) provide a broad and well balanced service of information, enlightenment and entertainment for people of different ages, interests and tastes giving reasonable consideration, however, to the broadcasting services available in the same area from other sources.

It seems to me that the proviso relating to public funds should apply to the entire clause, but in addition the wording now in subclause (g) (i) authorizing the national broadcasting service to provide a balanced service of information covering the whole range of programming in fair proportion goes much too far and is much too vague. This would justify their doing almost anything.

The Chairman: Would you like to submit that amendment in writing?

Mr. Wahn: Yes, I have it here.

The Chairman: I do not think it is necessary for anyone except you to sign it, just to indicate the sponsor because it will have to be moved and dealt with at the time we are

considering amendments. In the meantime, perhaps, the Minister can consider it.

Hon. Judy LaMarsh (Secretary of State): Mr. Chairman, I have just noticed the last part of it which reads:

giving reasonable consideration, however, to the broadcasting services available in the same area from other sources.

This sounds to me as if it were intended that the CBC service would be secondary to that provided from other sources and that, of course, is a complete antithesis of the clearly expressed intention of this Committee last year.

Mr. Wahn: It is not really intended to make the CBC secondary, but to give reasonable consideration to other services available in the same area. The thought there, Mr. Chairman and Madam Minister, is that it does seem unnecessary for the CBC to spend a great deal of money providing, in a particular area, services which are already available to the residents of that area. All the amendment suggests is that "reasonable consideration" should be given by the CBC to those other services.

The views that have been expressed indicate that all networks—CBC and the private networks—spend the majority of their time in providing, for example, programs of light entertainment. It is futile to suggest that the private system will not continue to do that because the private system must give to viewers what the viewers will watch because it is completely dependent on advertising revenues to run the system. Therefore, no matter what the new CRC does, no matter how strict they are, unless they are going to kill the private system entirely they must assume that the private system will go on largely providing the programs of light entertainment that they now provide. They may improve their service, somewhat, but basically they have to compete with American programs and they have to give the Canadian viewers what Canadian viewers

are prepared to watch. By and large they do that very well.

In Toronto, for example, I am convinced that the private network has a much larger viewing audience than has the CBC. This service provided by the private network is provided free of cost to the Canadian taxpayer. It comes from advertising revenues and if it is to continue, the private system will have to continue to provide that type of service.

However, the Canadian public last year supplied the CBC with over \$140 million and commercial revenues amounted to something like \$25 million. So the CBC is not subject to the same restrictions as the private system and, therefore, it seems to me to be nonsensical for the CBC to be providing, as it is, by and large much the same type of service that is provided free of charge by the private networks. This was proved pretty conclusively by the Fowler Report in 1965 where they analyzed the nature of the programming put on by the CBC and the private systems; the CBC is devoting over 50 per cent of its time to providing entertainment programs.

The amendment does not intend to make the CBC secondary, but to direct the CBC to have "reasonable consideration" to the programs already available to us when it does its programming.

Miss LaMarsh: Your argument is better than Mr. Jamieson's for all his interest in the subject.

Mr. MacDonald (Prince): May I speak, Mr. Chairman, to this amendment? I know we are not going to have a lengthy discussion on it.

The Chairman: Mr. MacDonald, I would prefer to leave the debate on this matter until we are ready to consider amendments. While the Minister is here I hope we can deal largely with questions rather than just debate.

Mr. Jamieson: Then I have a question for the Minister. I return to a point I made last week, Madam Minister, which I suggest is still valid, and it has to do with this omnibus clause, that is clause 2(g)(i). Do I read correctly your intention or that of the drafters of this Bill that the CBC, regardless of the quality factor—it may be of higher quality than could, perhaps, be provided by a wholly

commercial network—is to be, in all important respects, a full type of broadcasting service?

In other words, is it intended that the CBC will be, in many respects, comparable to, say, the established networks in the United States and the private networks in Canada? Is there any special status or any special emphasis, as you see it, that ought to be in the CBC's mandate other than in general terms? Their argument has always been that they must compete with other sources of entertainment or enlightenment or whatever this clause describes on pretty much a "head and head" basis. Now, have you accepted that principle in this legislation?

Miss LaMarsh: I think it is fair to say that has always been the mandate of the CBC. Whether or not it still is in the minds of Committee members, I would be very pleased to hear. Certainly from time to time there have been suggestions that the CBC should confine itself to certain ranges of interest. Some have even said that it should do nothing but program in public affairs and news, but since its inception it always has been the intention that the national service would provide a whole range of services.

• (10:00 a.m.)

Mr. Jamieson: But the effect of this will be, as it has been in the past, to have CBC programming to a very substantial extent dictated by competitive factors. I do not necessarily say this is wrong, but I think we should be clear on what our intentions are. If they are to compete and maintain the same, or comparatively the same, percentage of audience as private networks or American stations then their services—and I think this was Mr. Wahn's point, if I can put words in his mouth—cannot be substantially different from those of other services that are non-governmentally financed.

Miss LaMarsh: Mr. Chairman, if I might make a comment, the difficulty is that that argument may commend itself to many people in the large urban market, but very much of the CBC still is not an alternate service; it is the only service. If CBC begins to confine itself to somewhat less than the full range it means that the people who have only that service are deprived of anything except a limited range.

Mr. Jamieson: This brings us back to a question I asked last week, Miss LaMarsh, on

this whole issue of two parallel services as opposed to a mixed system.

I agree that as long as we have a mixed system with private affiliates there is always going to be the tendency to say that because Kamloops or some smaller place is getting only a single service therefore the CBC service must be tailored to meet the needs of those people; but the truth is that in perhaps 75 per cent of the cases the CBC is in a position to provide its own service, and there is alternative service available.

What I am asking again, and I suggest it is not clear here—and the Saskatoon case highlights this—is whether we are heading toward eventual parallel services, with the CBC having its own transmitters and its own service and private stations providing the alternative, or whether we propose to retain this mixed service in the 20 or 25 per cent of the cases that are left.

Miss LaMarsh: The latter is the proposal contained in the Bill.

Mr. Jamieson: I suggest that is a case of the tail wagging the dog. I cannot see the logic of it when we have gone this far. On the other hand, I can see some of the problems that are inherent in it.

Mr. Cowan: I am afraid I do not agree with your statement, Mr. Prittie, but that is beside the point since I cannot engage in debate with the Minister.

The Chairman: It is a matter for the Committee after all, and if you disagree with it—

Mr. Cowan: I think you are giving too many rulings, Mr. Chairman. It is a question for the Minister, since we cannot engage in debate.

The Chairman: I do not challenge it.

Mr. Cowan: We are talking about clause 2 (g) (i):

the national broadcasting service should (i) be a balanced service of information, enlightenment and entertainment for people of different ages, interests and tastes covering the whole range of programming in fair proportion,

Would the Minister tell us what the proportion of balance is, in her opinion, and what proportion is fair?

Miss LaMarsh: I believe that is a rhetorical question, Mr. Chairman.

Mr. Cowan: Well, are these not rhetorical words in here?

Miss LaMarsh: It is intended to mean exactly what it says; but I am not in a position to define what the individual words of it mean.

Mr. Cowan: The words were not chosen because they are so nebulous, were they?

Miss LaMarsh: No.

Mr. Cowan: At the top of page 29 of the Report of the Committee on Broadcasting, 1965, you will find the following: BBG program categories—all television stations (March 1-7, 1964) English language—CBC-owned and operated: information 37.5 per cent; light entertainment, 52.2 per cent. Would you call the light entertainment at 52.2 per cent a balanced or a fair proportion of the programming of the CBC?

Miss LaMarsh: If you are asking for my personal opinion, of course, I can give it but I do not know that this helps the Committee very much. My personal opinion on that is no more important than that of the other 20 million people in the country.

Mr. Cowan: We have here figures showing the English CBC giving 37.5 per cent to information—that is mentioned here in this section—52.2 per cent to entertainment; and for enlightenment—which, I presume, would include Arts, Letters and the Sciences—2.2 per cent. Is this what you would call a balanced service and a fair proportion between information, enlightenment and entertainment, when the enlightenment brings us 2.2 per cent of the programs?

Miss LaMarsh: Of course I do not agree that it is a balance. Perhaps one of the things that is wrong is that this was never in a broadcasting act before.

Mr. Wahn: Mr. Chairman, may I intervene here? Is this not practically a copy of the mandate which the CBC has had for many years? Presumably, this break-down shown in the Fowler Report, and which my friend Mr. Cowan has just quoted, is the CBC's understanding of what is a balanced program. If this is not balanced, then we should

tell the CBC, because the wording in clause 2(g) is practically a copy of what the CBC has considered to have been its mandate for years, as set out on page 124 of the Fowler Report. Perhaps I might read it:

In the latest version, the mandate that the CBC conceives it has received from Parliament is:

(a) to be a complete service, covering in fair proportion the whole range of programming; bringing things of interest, value and entertainment to people of all tastes, ages and interests, . . .

and so on. Clause 2(g), Madam Minister, practically copies the mandate that the CBC has given to itself for years. The program distribution that Mr. Cowan has read is the CBC's interpretation of what a balanced program is.

If this is not a balanced program, according to the Committee, then I think it should make its views known to the CBC.

The wording, in effect, in clause 2(g) is practically a copy of what the CBC's mandate has been for some years.

Miss LaMarsh: I have just been asking Mr. Steele where this statement about the CBC's mandate came from. Perhaps I should ask him to explain where that statement in the Fowler Report had its origin.

I presume what you are trying to suggest, Mr. Wahn, is that somebody in Parliament enunciated this—that this has been what CBC says it is following, therefore if we use the same kind of language there would be no change. I think that is a basically incorrect assumption.

Perhaps Mr. Steele could give the Committee the derivation of that mandate.

Mr. G. G. E. Steele (Under Secretary of State): Committee members will undoubtedly know that there never has been placed before Parliament and actually discussed, in the way in which the Bill now sets forth, the so-called mandate of the Corporation. This was their interpretation, as expressed in their own annual reports from time to time, and also, when asked by the advisory committee on broadcasting to state what their objectives were, as a Corporation, the words which appear in the advisory committee report

were the words which were used by the CBC.

The point still is that it has never really been formalized into the type of wording which now has been set down in the broadcasting Bill.

Mr. Wahn: I agree, but would you not concede that this has been the mandate of the CBC?

Mr. Steele: It has been a statement of their objectives, sir, which, of course, has been conditioned from time to time by their ability to achieve these objectives in terms of what they have had available to them by way of public funds and commercial revenue.

Mr. Wahn: Presumably, unless instructions to the contrary are given to them, they will continue to consider the type of programming which Mr. Cowan has referred to—namely, 52.2 per cent light entertainment—as being a fair balanced program of entertainment.

Miss LaMarsh: I think the CRC might not think so.

Mr. Steele: A point that I think very much needs to be said, sir, is that these words in clause 2 of this Bill are a statement of the broad objectives of the national broadcasting service and the whole system. They are objectives which will have to be kept under review by the Canadian Radio Commission, or whatever it is ultimately called. One of their major obligations will be to report to Parliament on whether or not these objectives are being achieved.

Mr. Wahn: Will the CRC have any control over CBC programming?

• (10:10 a.m.)

Mr. Steele: One would expect that there will be a process of virtually full consultation on this question of program content of the CBC. It is not that they will be giving directives to the CBC, but that they will have to agree with the CBC on how to quantify these objectives. There will have to be some clear understanding which the CRC can then follow.

Mr. Wahn: Where is that set out in the Bill, Mr. Steele?

Mr. Steele: It is set out under the conditions of licence. A condition of licence for the

national broadcasting service, or the Canadian Broadcasting Corporation, will be the mandate.

Mr. Wahn: But if there is a disagreement on conditions of licensing, am I incorrect in thinking that the CRC does not have the last say, and that if there is a disagreement it goes to the Minister...

Mr. Steele: If there is a fundamental disagreement which they cannot resolve between them there is a provision in the Bill for a reference to the Minister.

Mr. Wahn: Then I come back to my original point that this Bill does not give the CRC power to tell the CBC to make its program more balanced than it has been in the past.

Mr. Steele: It has the power to attach this as a condition of license.

Mr. Wahn: No, because if the CBC disagrees it then goes to the Minister.

Mr. Steele: This is correct.

Mr. Wahn: I then come back to the point that the CRC does not in itself and apart from the Minister have authority to tell the CBC to make its programming more balanced in the future than it has been in the past.

Mr. Steele: This is an outcome which I think you could perhaps visualize from the discussions we have had with both CBC management and the Board of Broadcast Governors. They would expect to achieve a position of agreement on these objectives.

The Chairman: I think it is only fair to also say that during the hearings on the White Paper when the CBC appeared before the Committee they indicated they were not satisfied with the kind of balance that they had been able to achieve and I presume it is one of the objectives of the new arrangement that they achieve their objectives more adequately. When CBC management was here they expressed a consciousness of that problem and the hope that it could be done better under this new arrangement.

Mr. Jamieson: Mr. Chairman, I think that was qualified by the very point that was raised earlier with regard to the parallel systems. They said they could only do so much because, amongst other things, of the necessity for them to take care of the requirements

of their affiliates which, I repeat, is the major factor that in many respects has held back the kind of productions and the percentage of different types of programming to which the members have referred.

Mr. Prittie: It is stated as policy in the White Paper and also in the Committee's report that the goal is the idea of private and public service in every area where there are two stations. Is this not so?

Mr. Jamieson: The Minister has just stated that that is not really the objective of this legislation, it is...

Miss LaMarsh: Oh, no, I said it is not the situation...

Mr. Jamieson: I want to be clear on this point.

Miss LaMarsh: ...that in much of the country there is not alternate service. While that situation exists the CBC certainly has to provide a balanced service, otherwise people do not get it. I did not mean to suggest, and I do not think I did, that that is what ought to happen but it is what does happen at the moment.

Mr. Jamieson: Perhaps I have not been putting it very well but I can again use the Saskatoon case as illustrative of what I am talking about. If the CBC goes into Saskatoon, which was the original intention, then we will have parallel services there. If, on the other hand, another private station goes in we will continue to have one private station affiliated with the CBC and presumably one with CTV. We will have two private stations. It seems to me that this is a very fundamental principle which is not clear in so far as this legislation is concerned. I appreciate that it may take 10 years to eventually achieve parallel service but unless it is spelled out that it is the intention of the legislation to go toward that goal, then in that last 25 per cent we are going to continue to have what is frankly a dog's breakfast.

Mr. Prittie: What about clause 2 (g) (ii), which reads:

be extended to all parts of Canada, as public funds become available,

Is this not the case in Saskatoon? Public funds are not available right now, therefore it is not being extended?

Mr. Jamieson: It depends on what you call the national broadcasting service, as opposed to the hardware. In other words, you can quite easily extend the service by using private facilities.

The Chairman: Are there any further questions on clause 2(g)?

Mr. Brand: If you extend clause 2(g) (ii) along from the first part I can see some of the problems to which Mr. Wahn and Mr. Jamieson were referring. I think we need some further clarification because it seems to me, and correct me if I am wrong, that it is still going to be a matter of interpretation because there is not enough direction. A lot of the evidence given by the CBC directors surely indicated that in the previous act they did not have enough direction. The thing that bothers me is are we giving them enough? I do not know. I am wondering about this part that reads:

be extended to all parts of Canada, as public funds become available,

Miss LaMarsh: There have been those who said that what is already in it was Fascism.

Mr. Brand: Referring to the part which reads:

be extended to all parts of Canada, as public funds become available,

I am thinking of the case of a station in the Northwest Territories, which is a private station—and I take it a pirate one—which provides the only service to that particular part of our great Canadian north and it has been ordered off the air by the DOT.

Miss LaMarsh: I am not sure but I think that is a ham station without any licence or anything else.

Mr. Brand: This is correct, but it was providing programming which had not been provided by any other source at that time in that particular area. Of course, I wonder when I read, "be extended as public funds become available" if this would exclude the possibility of a private station or the granting of a private licence to them in this area?

Miss LaMarsh: No. I think that particular situation is a piece of damn foolishness, if I might say so. I will certainly try to do whatever I can to restore some kind of service up

there. That was not done by the BBG or by anyone within my responsibility, I think it was done by the Department of Transport. Nonetheless, there were supposed to be reasons for it; it interfered with the reception of Air Canada and others, and things of that kind. However, it seems to me that there has been a need demonstrated and a way in which that need can be met. I have asked that a very rapid study be made so that some kind of service can be given in such a place.

One of the difficulties so far as the CBC is concerned—at least in my experience, and it may be quite limited—is that in my discussions with those in the CBC responsible there has been a complete adherence to what in itself is a very good principle—you must have the best service, the best quality, the best hardware, the best everything—and I think it goes without saying that the picture that is broadcast by the CBC is technically as good as any in the world, but this sometimes means that the flexibility, the desire and willingness to try to provide service of perhaps not quite that quality some place else is completely lacking in the CBC. The only person who will try to put a signal in is a private interest.

I would like to see the CBC's new management prepared to be more experimental in getting service in. I think up to now they have all spoken on the theory that the optimum for the whole country would be if we could have a CBC owned and operated station in every major city every time you turn around. I am not convinced that is the best use of the financial assets of this country. I hope that management will take a very close look at this and decide that they do not have to own and operate everything. There can be co-operation with private stations and with their own affiliates and that more experimental means can be used to reach full coverage faster. I am no engineer but I have already seen evidence of some force of persuasion or otherwise which gets them to bend this a little bit so that they can come up with cheaper and much faster responses.

• (10:20 a.m.)

Mr. Brand: This situation in Saskatoon has been brought up a few times and as it happens to be in my constituency I wonder if I could clarify a couple of points concerning it. In reading the evidence and the discussions

in answer to questions from Mr. Jamieson, Mr. Fairweather and Mr. Prittie, I believe, in the previous hearings of this Committee I gained the impression—and correct me if I am wrong—that it is entirely possible at this time that the CBC would not consider Saskatoon as an area where they must have a station. I think you gave that impression in your remarks on page 22 of the hearings of November 14.

This poses quite a problem in view of the statement made by the Prime Minister that the matter was being deferred for the time being. Incidentally, you also questioned whether or not the Governor in Council had a right to defer. These are your words:

the right is only to accept the recommendation or not,

We would like a little clarification in view of the possibility of other methods of providing alternative service to this city.

Miss LaMarsh: I think this is a matter of what is law and what is usage. When the Prime Minister's statement was given, which I looked over again after I had spoken in Committee, he was talking about the Cabinet's intention in a temporary situation to not approve. In fact, this amounts to a deferment, at least at the moment, but I do not believe that under the circumstances there is under the law a right to defer as such. I think all you can do is just not approve the licence. Then we had some discussion of what this meant for the CBC or private individuals who were then in a position to go ahead and make a new application. I do not know that the CBC have changed their mind. I rather think that they have not changed their mind about Saskatoon, but Saskatchewan is a special situation. There the normal policy of the CBC is to have its hardware station in the capital and, as you know, there is no owned and operated station in Regina. We have the same problem in P.E.I.

An hon. Member: You have the same situation in New Brunswick.

Miss LaMarsh: In New Brunswick and P.E.I. there are no owned and operated stations.

Mr. Brand: I would remind the Minister you can almost fit P.E.I. right into the environs of Saskatoon itself.

Mr. MacDonald (Prince): The population would not be happy there, though.

Miss LaMarsh: So I know there has been discussion in the Corporation since the White Paper came out reserving Saskatoon, as it were, directing the CBC toward Saskatoon. I have not had any recent conversations with management of the CBC about Saskatoon.

Mr. Brand: This would mean then that CBC would have to re-apply in every aspect; I would presume that it has been just turned down as such.

Miss LaMarsh: I do not really know what the legalities of it are. I would think that is right, but there are so many of my colleagues in the profession—Mr. Wahn is one of them—who make such a large chunk of their living out of broadcasting business that they could give you an opinion that is worth more, and will cost you more, than mine.

Mr. Wahn: On a question of privilege, I know that the Cabinet Minister would not want to suggest that I am sitting in here representing broadcasting interests; and I know she is joking.

Miss LaMarsh: I do not think I said that.

Mr. Wahn: But as far as I am aware our firm in Toronto does not represent any broadcasting company, or any radio station, or any TV station. Perhaps I wish they did because I understand that they are very lucrative clients. But we do not; and my sitting in here is simply because of my great interest in the subject matter, having two children who spend a great deal of time watching TV.

Miss LaMarsh: I am sorry if I gave an erroneous impression. I did think in fact that you were an expert in the field, and I thought that you had from time to time represented clients, although I was not suggesting you were here on their behalf.

Mr. Cowan: Mr. Chairman, might I ask Mr. Wahn through you if his children are looking for entertainment or information as they watch TV for so many hours.

Miss LaMarsh: Enlightenment.

The Chairman: Mr. Prittie was trying to get in a word, but I guess Dr. Brand still has the floor. Have you finished?

Mr. Prittie: I feel we are going over matters that I thought were settled when we discussed the White Paper, and the wording in the White Paper had this to say:

The Government has advised the Board of Broadcast Governors that, pending the enactment of new legislation, it is now prepared to consider issuing second-station television licences on the recommendation of the Board, subject to the reservation for the use of the Canadian Broadcasting Corporation of channels in Victoria, B.C.; Saskatoon, Sask.; Sudbury, Ont.; and the Saint John-Fredericton area in New Brunswick. The provision of television service by the Canadian Broadcasting Corporation in these reserved locations will be inaugurated, by means of repeater stations at first, as funds permit. The effect of this decision will be to permit the Board to consider applications by private affiliates of the Canadian Broadcasting Corporation who may wish to disaffiliate and join the CTV network.

I thought this was policy, at least in these places, and I thought that generally throughout the country if the first station in an area was private, the second would be CBC, and vice versa. The Minister said something here and I want to ask her about it. Is it the CBC's decision not to go ahead with Saskatoon at the present time, or are they responding to the government's plea for a cutback in spending in the next fiscal year?

Miss LaMarsh: No, it is not the CBC's decision. It was a direction from the government.

Mr. Prittie: Right.

Mr. Brand: Just in defence of my position, Mr. Chairman, may I point out on page 22 of the Committee hearing transcript the statement that Madam Minister made to Mr. Jamieson in response to a question of his.

But you of all people, Mr. Jamieson, know how fast this field is changing, and where the government may have decided a couple of years ago, when the White Paper was prepared, that those places should be reserved, that obviously is not necessarily the decision that is going to last forever.

Now I submit, that this does raise a doubt in my mind whether the point Mr. Prittie has raised is valid.

Mr. Stanbury: Mr. Brand, I think I can detect a dim distant relationship with clause 2(g) in your question. I think perhaps you are taking the opportunity to joust with the Minister on a particular application. I am not sure the Committee should take too much time on that.

Mr. Brand: Mr. Chairman, on a point of order, may I challenge your ruling?

The Chairman: It is not a ruling; I am simply suggesting that we try to stick to the Bill as your colleague, Mr. Fairweather, seemed to be indicating a moment ago when he agreed with Mr. Prittie.

Mr. Brand: Regardless of what Mr. Fairweather or Mr. Prittie said, Mr. Chairman, may I point out to you that clause 2(g) reads as follows, and I direct your attention to it:

the national broadcasting service should and under (ii):

be extended to all parts of Canada, as public funds become available,

Surely, Mr. Chairman, you must agree that this is bang on point. If in fact there has been a change in the decision to extend such national broadcasting service as represented by the CBC to the particular area I represent, it is bang on with this particular part of the Bill.

Miss LaMarsh: The service is already there.

The Chairman: That is why I let you go on for fifteen minutes in this line of questioning, but I just suggest to you that perhaps we should not spend all morning talking about one application.

Mr. Brand: I do not know, Mr. Chairman, whether or not you are trying to get them off the hook, but I would like to get this matter cleared up directly from the Minutes of the hearings.

The Chairman: What is your last question on this point?

Mr. Brand: My last question is just for clarification of whether or not the decision as outlined in the White Paper is subject to change at this time. Or is it not?

Miss LaMarsh: In the first place, the national service is already in Saskatoon through the CBC affiliate.

Mr. Brand: Through a private affiliate, yes.

• (10:30 a.m.)

Miss LaMarsh: Secondly. Obviously, the Cabinet can always, under circumstances, change its mind in respect of what is in the White Paper. The present situation with respect to Saskatoon is that the CBC had made its application, was anxious to go ahead and was directed not to because of the financial aspects by the federal Cabinet. There the matter rests and until the financial matters are cleared up it is just sophistry to talk about it anyway.

Mr. Brand: But not if you allowed, as you indicated in your testimony, Miss LaMarsh, that private facilities could now apply as you have indicated.

Miss LaMarsh: I do not think that there is anything to prevent them from applying. Legally, there is no licence issued.

The Chairman: Which does not necessarily mean that it would be granted.

Mr. Jamieson: That is the question.

The Chairman: I get that message.

Miss LaMarsh: I think, from what the Prime Minister said, that it is still reserved. I am not prepared to talk about the legalities of that before the BBG because if someone does apply before the BBG they may well be able to persuade that Board that the law is that they should not be debarred from having a licence. I do not know.

Mr. Davis: Madam Minister, to summarize if I may clause 2(g) says to me that the CBC should provide a balanced service.

Miss LaMarsh: That is what it says to everybody.

Mr. Davis: And whatever "balance" means, it states that this service should:

(ii) be extended to all parts of Canada, as public funds become available,

and

(iii) be in English and French,...

Now what are the criteria for broadcasting in both languages, say in remote parts of Quebec where only French is used or in remote

parts of English-speaking Canada where only English is used? I noticed the qualification "as public funds become available" applies to extending it to all parts of Canada. Is the extension of the dual service in English and French also to be conditioned on "as public funds become available" or under circumstances where there is a sufficient listening or viewing audience? What is the criterion with respect to this?

Miss LaMarsh: Well, certainly it is conditioned on there being an audience, a significantly large audience. It may be that we will be rich enough in this country someday, although I hardly think that much of the riches will be assigned to this particular expenditure, to have broadcasting in both languages to areas where there is only a unilingual audience. I suppose it is a nice jingoistic thing to do but it really does not make much sense when you talk about spending public money.

Mr. Cowan: Now you are talking!

Miss LaMarsh: Well, it is where there is a significant audience in both languages to hear it.

Mr. Davis: This depends to a great extent on technology or the progress of the art. I can imagine a situation, say 15 or 20 years from now, where we would have satellite communication and would certainly be broadcasting to all parts of the country in two languages or more, and this may be thoroughly economical. But I am thinking of the interim period when it may well be expensive to extend service in both languages to limited areas or areas of small population or scattered population.

Miss LaMarsh: Well, it is up to Parliament to vote the funds they want to contribute to this.

Mr. Laflamme: May I ask Mr. Gibson a question on this? Would there be any difference in the application of the law if the words "as public funds become available" were scratched?

Mr. Fred Gibson (Senior Advisory Counsel, Department of Justice): Yes, Mr. Chairman, I think there would. This is a condition to which the general principle of the law is subject. The removal of these words would

remove that condition and would leave the general statement of principle unqualified.

Mr. Laflamme: So it is simply an intention, and as long as the Cabinet itself does not decide or does not have the courage of deciding on two broadcasting systems throughout the country in English and French it will not happen.

Mr. Gibson: Mr. Chairman, I think the question of public funds becoming available is in the hands of Parliament rather than in the hands of the Cabinet.

Mr. Cowan: He is under a misapprehension, too.

An hon. Member: I beg your pardon?

Mr. Cowan: I was just telling Mr. Gibson that he labours under a misapprehension too.

An hon. Member: He is giving a theoretical answer.

Mr. Cowan: That is right, Johnnie, that is right! Public funds are the responsibility of Parliament, not the Cabinet.

Miss LaMarsh: You know how public funds are voted. The CBC prepares a budget. It is the role of management to fulfil the mandate as they have heretofore thought it existed or hereafter as Parliament says it exists. They draw up a budget which comes to us, and we look it over. It goes to the Treasury Board and they look it over. Then the responsible minister has to sign it, and it ultimately finds its way into the "blue book" and is voted on by Parliament. I do not know what the legal effect would be if, for instance, Parliament decided to reduce the amount of their expenditures to \$1 or to take out half a million dollars. I know that under Parliamentary law no one can vote to increase it unless he is a member of the ministry. I do not see that the executive can have very much more control over this, if one can sit and pick and choose which parts of the budget you approve, because that means that the people who are managing are not in fact left to manage anything. If it is subject to review by the minister concerned then that may as well be the case in the first instance.

[Translation]

Mr. Goyer: Mr. Chairman, I have a question to ask the legal advisor. If I understand well, subclause (g) of Clause 2, as it is written:

as public funds become available...

is applicable to the extent of the network to all regions of Canada. In fact it does not apply to subclause (iii) which states "to be in English and French".

[English]

Mr. Gibson: Mr. Chairman, I believe Mr. Goyer's interpretation is correct if I understand his question. The condition "as public funds become available" is limited in its application to subparagraph (ii) and is not applicable to subparagraph (iii) of clause 2(g).

Miss LaMarsh: The purpose of putting this in is to give an expression of intention of what the service shall be in both languages. But as a practical matter, as I say, there is never going to be enough money to have two networks, one in each language, right across the country regardless whether there is anybody to listen to it.

[Translation]

Mr. Goyer: I understand this well, but is not clause 2(g) (iii) related to 2(g) (iv) which states:

"to contribute to the development of national unity and constantly express the Canadian reality."

If I understand what national unity is, and what the Canadian reality is, I must deduce that I am living in a bilingual and bicultural or multi-cultural country and, according to this fact, the CBC should be able to give its services in French and English and continue to extend its services in French and English. This even becomes a priority with regard to the extension of the network to all areas of Canada.

[English]

Mr. Davis: I still cannot really understand why the qualification "as public funds become available" is in there at all because it is in (e) and I would have thought that that applied to what is set out under (g).

Miss LaMarsh: That was the suggestion just made by Mr. Wahn.

Mr. Davis: Yes, and I agree with it.

Mr. Jamieson: Mr. Chairman, would it not be that the (e) refers to the system which has both public and private components whereas (g) is specifically related to the Canadian Broadcasting Corporation as the national broadcasting service? I think that is probably why it was put in in two places.

• (10:40 a.m.)

Mr. Cowan: Mr. Chairman might I point out that under 2(e) it says:

all Canadians are entitled to broadcasting service in English and French as public funds become available.

Is Mr. Jamieson intimating that public funds are going to be made available to the private broadcasters who do it in French and English?

Mr. Jamieson: Mr. Cowan, there have been an awful lot of misinterpretations of things I have said but that is the absolute limit. I did not say anything. I asked a question. If you have a question, direct it to the front. I did not say anything of that nature at all.

Mr. Cowan: This says "public service" because it is talking about "public funds" in 2(e). It is not talking about the private stations. If it is talking about private stations I would be with it 100 per cent. Anybody can open a French station if they have the licence as far as I am concerned.

Miss LaMarsh: I hope it would not preclude public funds going to a private station if that was a cheaper and more efficient way of getting to the objective.

Mr. Cowan: Well, I object to it being in a second language. We have only one official language here in this country as yet. We are going to have a constitutional convention, I understand. They have been talking about it for years. Why cannot this question of two languages wait until this constitutional question is solved first before they start passing bills like this?

The Chairman: Clause 2(h)?

Mr. Brand: May I ask a question of the Parliamentary Counsel for clarification? Pardon me, not the Parliamentary Counsel in this instance.

Miss LaMarsh: Justice.

Mr. Brand: In clarification of this, so as far as provision of public funds is concerned do you mean when the estimates, for example, are approved by Parliament, then the funds would be available?

Miss LaMarsh: Yes.

Mr. Brand: Is that correct?

Miss LaMarsh: Yes.

Mr. Brand: The funds for the Saskatoon station were approved in this year's estimates and yet the station is not going ahead. How do you explain that?

Miss LaMarsh: I do not know—just a moment.

Mr. Steele: If I might answer, Dr. Brand, this is a proper exercise in that context of the role which the executive or the government of the day has to perform in reviewing the CBC capital budget. If they are undertaking a review what Parliament does—I think this is the legal position—is to authorize expenditures from the Consolidated Revenue Fund but that is not a direction that funds will be spent under the specific headings that may have been requested in the budget. There is a judgment to be made in the course of any year about how, within the over-all limits of approval by Parliament, funds are in fact spent. I think this is what you are concerned with at the moment.

Mr. Brand: So what you are suggesting, of course, is that the Governor in Council could change any of these estimates as we have said.

Mr. Steele: It has to report in the case of the CBC if there has been a budget tabled in Parliament with this in it; it is, in effect, modifying that budget and at that point would have to report.

Mr. Brand: And they could do so despite the fact that Parliament has approved the estimates?

Mr. Steele: That has always been the judgment exercised by the executive who, as I understand it...

Mr. Brand: This is an interesting point that has a lot of value.

Mr. Wahn: Mr. Chairman, may I ask one non-controversial question before we leave

this particular clause? I know how anxious you are to get on to the next one. I should like to ask the Minister whether she knows whether any serious consideration has ever been given to the reasons which would justify Parliament using public funds to subsidize the CBC is producing and distributing a news service, the newspaper of the air. Has that ever been considered in detail?

Miss LaMarsh: Under the present act I think there is authority to the CBC to produce such ancillary publications in the furtherance of their mandate. And there is a clause in here which is somewhat different. From time to time there has been a suggestion, particularly recently, that the CBC has been getting into the publishing business, particularly in Montreal, to an extent that is unwarranted by their authority. I have checked and there does not seem to be any infringement on their legal authority to do so as found in the current Act.

Mr. Wahn: I am not sure that I made my question clear. The CBC does...

Miss LaMarsh: You are talking about published things, are you not?

Mr. Wahn: I am talking about the news service the CBC provides. Let me put it to you this way, Miss LaMarsh: I do not think Parliament would want to subsidize a newspaper, an ordinary newspaper, in providing a news service to the public, and yet for years, perhaps as a result of historical development, Parliament has been subsidizing the CBC, in effect, in providing a news service on the air. Has this position ever been reviewed carefully to see what justifies subsidizing the CBC in providing a news service on the air whereas, presumably, we would not think of subsidizing the *Toronto Daily Star*, for example, or the *Globe and Mail* in providing a news service in the ordinary form of a newspaper.

Miss LaMarsh: Lots of governments do, in fact, subsidize newspapers, as you know.

Mr. Wahn: We do not consider that a desirable thing to do in a democratic country. Now, why are we prepared to subsidize the CBC in providing news on the air?

Miss LaMarsh: We are going back to ground one. It is because, of course, that it is a public asset, a very scarce public asset. It belongs to the public and it is only rented out

or used by individuals on quite severe restrictions. You know, it is the whole basis of public broadcasting. I do not know whether, Mr. Chairman, if the Parliamentary Counsel were here he would find this to be outside the purview of the Committee. But it seems to me we had better tear this up and start all over at the beginning if that is the kind of argument you want me to meet.

Mr. Wahn: Well it relates to the question of programs.

The Chairman: It seems to me this is the kind of question and argument that would have been more appropriate during the discussion of the White Paper. Having proceeded this far, the legislation on this point certainly is based on the recommendations of the Committee and of every other committee that I am aware of that has studied broadcasting in Canada. As the minister said a few minutes ago, the suggestion from some quarters has been rather that the CBC should limit itself entirely to the sort of programming you say it should not have anything to do with. It seems to me that is a rather broad question that we cannot go into in very much detail during the study of the Bill. Do you have any further question of the Minister on this point?

Mr. Wahn: Mr. Chairman, my question was really quite an innocent one and I have not had the answer. Has it been discussed? My question was: has it been discussed?

Miss LaMarsh: When has it been discussed? Section 29 (1) (i) of the 1958 Act reads as follows:

collect news relating to current events in any part of the world and in any manner that it deems fit and to establish and subscribe to news agencies;

Mr. Wahn: Well, my question was: at any time during the deliberations of this Committee has anyone given any serious thought to the merits of using public funds to provide a news service on the air?

Mr. MacDonald (Prince): On a point of order, Mr. Chairman...

Miss LaMarsh: It is the same thing as using public funds to put on a light entertainment show or anything else. The same argument applies to each and every kind of program. You are either in favour of public broadcasting or you are not, Mr. Wahn.

An hon. Member: May I ask a question, Mr. Chairman?

The Chairman: Just a moment. Mr. MacDonald?

Mr. MacDonald: It does seem to me that we have spent an inordinate length of time on this. I realize these are important sections of the clause but if one were to work out the ratio of time spent on this clause to the rest of the clauses we will be here all day every day until Christmas and beyond, and that is an impossible situation to be in.

Another thing has disturbed me. I am not opposed, as I think all other members are not opposed, to having other members sit in on this Committee but it does seem that a good deal of this discussion should have taken place much earlier in preparation of the Report on the White Paper that you yourself referred to earlier. The discussion today, surely, is on the specific clauses in the Bill and question and explanation and also suggestions for changes that might possibly be made. Frankly, if we are going to be working in the manner we have worked over the last hour some of us would feel our time would be better spent somewhere else. I would suggest, sir, that we try to stick more to the subject at hand and use the time of the Minister and her officials more effectively than we have done over the last hour.

(10:50 a.m.)

The Chairman: I think Mr. MacDonald's point is well taken, Mr. Wahn. We do not in any way want to limit your questioning of the Minister and your contribution to the debate which will come later on whether or not amendments to this Bill should be recommended to the House. But it seems to me that we are going far beyond the questioning of the Minister on the terms of the Bill.

I have hesitated to limit you because, perhaps, you did not have the opportunity to attend the other hearings, but I am in the hands of the Committee. I am only the Chairman trying to see that the Committee does its work. If the Committee feels that the line of questioning which has been going on this morning by members of the Committee, or people at the Committee who have not had the benefit of the study of the White Paper with the Committee, is the procedure the Committee wants, then I am in your hands.

But I think Mr. MacDonald is quite right in saying that we will be here, not until Christmas, but until Easter if we continue along these lines very much longer.

Mr. Prittie: Mr. Chairman, we have spent quite a bit of time on clause 2(g) and about three meetings ago you asked us to submit in writing to the table any amendments that we proposed to clause 2(g). Some of us have done this. I suppose that some time we will come back to them and vote on them formally, but I would suggest that we have spent a lot of time on clause 2(g). Any member can submit a suggestion of how it could be changed. We can then deal with them formally later on. In the meantime, there are a lot of other clauses that are pretty important on which, I think, we would want to question the Minister. For instance, look at clause 2(h), the next one.

Mr. Mather: Mr. Chairman, I wonder if I could add something to what Mr. Prittie has just said?

The Chairman: Now, just a moment. Mr. Nugent wanted the floor.

Mr. Nugent: My question relates to what Mr. Wahn said. I am not quite sure whether he was asking if anybody had considered whether the CBC should be in the news-gathering service rather than buying it. My question is simply this: Does the CBC make its news available, as a wire service does for newspapers, with the intention of getting revenue out of it?

Miss LaMarsh: I am not answering with certainty to this, but Mr. Steele says that he does not think they do sell their news service anywhere. I have never heard the question before and I do not know.

Mr. Jamieson: May I be permitted to enlighten Mr. Nugent, a little?

The Chairman: Yes, Mr. Jamieson.

Mr. Jamieson: They provide service to other networks. They have an exchange arrangement, as I understand it, with certain other networks both in Canada and around the world and until fairly recent times they were making this service available to their affiliates, mostly in film.

Mr. Mather: Mr. Chairman, very briefly I just want to try to reinforce the point of the

remarks by Mr. MacDonald and Mr. Prittie. I know it has been the prerogative of this Committee when we have the Minister here to sort of wander from clause to clause, gathering enlightenment in the process, but without coming to grips with the actual passing or accepting of amendments to clauses, but I would like to express the hope that we will quickly be in a position to come to a decision on the various clauses. I think we must keep in mind, as Mr. MacDonald has suggested, that if we do not we will still be here at Easter discussing the Bill in a general way as we have been for several days. It is my understanding the Prime Minister is of the opinion that before an appointment such as the new leadership of the CBC is made, the legislation should be approved by Parliament.

Miss LaMarsh: By the House, anyway.

Mr. Mather: Yes, by the House. If the Committee does not provide it to the House this will delay, surely, what could be a very important decision and appointment. I just want to say that in my opinion, while the philosophy of discussing a thing without making a decision is fine theoretically, I would like us to come shortly to the decisions, clause by clause.

The Chairman: I am sure we would all like that, Mr. Mather, but in fairness to Mr. Wahn and the others who have been dealing in generalities, surely clause 2 does exactly that. It is a very basic and general clause and I would expect that we would take up a good deal of time in questioning the Minister about it.

The alternative to doing what we have been doing is to go into an *in camera* session and make an attempt to pass each clause, as committees traditionally do, after debate *in camera* on each clause. But I thought it was agreed at the beginning of our meetings that we would try to seek out the answers to our question from the Minister in public, try to put forward our suggestions for amendments and then we would go back and, hopefully and fairly quickly, debate each proposal and decide on it.

If we can get through clause 2, the suggestion was that we would then ask members of the Committee for specific amendments which they would like to suggest or specific questions they would like to pose on any of

the other clauses, rather than simply going through every clause while the Minister is here. I think members are prepared to make those suggestions and to pick out those areas where they see concern. Once we get over clause 2, then I think we could deal with the rest of the questioning of the Minister very expeditiously. This is the nub of the Bill though, so I am not too discouraged that we have taken so long with clause 2.

Maybe I could ask members whether there are any questions about clause 2(h)?

Mr. Cowan: I want to comment—not comment, but ask questions since we are told we cannot debate—on clause 2(g). The last time I was at the Committee meeting and the Minister was also here, the Committee was discussing clause 2(d) and I had to leave at 11 o'clock for a meeting of the Health and Welfare Committee and I asked if they would lay over subclause (e) until the Minister might be back and I might make some comments on it. I came in this morning—I have been attending all the meetings except those when the House of Commons is in session—and I am informed that we are now on clause 2(g). What happened...

The Chairman: Would you like to ask a question about clause 2(e)?

Mr. Cowan: Yes.

The Chairman: Please do.

Mr. Cowan: I can cover it under clause 2(g) (iii) quite easily, but clause 2(g) (ii) is the same thing.

The Chairman: Please go ahead.

Mr. Cowan: It talks here about:

all Canadians are entitled to broadcasting service in English and French as public funds become available.

I would like to ask the Minister why public funds should be expended on a second language when we have only one official language in the country? I do not mind private funds being spent on French anywhere in the country as long as they will spend it themselves.

[Translation]

Mr. Goyer: On a point of order, Mr. Chairman. We are trying to deliberately discredit the CBC. If some members here have

the intention of doing such a thing, let them say so frankly. Concerning the broadcasting of programs in the English language, I would like to tell you that, of the 73 broadcasting hours a week—and I get this information from the CBC Annual Report of 1965-66—we wish to slice out 40 hours from recreation and sports broadcasts; we also want to slice away 4.11 hours from the news broadcasts. Soon we well may be asked to take out the news reels which represent 11.30 hours. We are systematically breaking down the CBC. And when we want that the services of the CBC come second after private enterprise in a certain region, we are systematically destroying the CBC. And, when, on top of that, we want to end the use of French in the CBC, we are still systematically demolishing the CBC. And if Mr. Cowan wishes to—I do not know how he can go about it—but if he wants to enter a resolution doing away with the CBC, and recommending that an end be put to it, I think it would be much more straightforward to let him do so.

The Chairman: What is your point of order?

[English]

Mr. Cowan: The Minister, who is an exceptionally intelligent Minister: I presume you are aware that in 1871 Alsace-Lorraine was made part of Germany?

Some hon. Members: Oh, oh.

Mr. Cowan: I am asking questions with regard to two languages.

Miss LaMarsh: I do not think I knew the late.

The Chairman: Mr. Cowan, will you try to limit yourself to this country and this Bill?

Mr. Cowan: I know of no reason; this is broadcasting; you are bringing in witnesses here from Great Britain. We have done it before.

The Chairman: That was a decision of the Committee. If the Committee wishes to examine the situation in Alsace-Lorraine, I am open to the Committee's suggestion.

Mr. Cowan: Is the Minister aware that from 1871 until 1918 the official language in Alsace-Lorraine was German?

The Chairman: Mr. Cowan, please limit yourself to Canada in your questioning of the

Minister. She cannot be expected to be an expert on the history of Alsace-Lorraine.

Mr. Cowan: I know you are not; I was not inquiring of you my friend.

The Chairman: I said: she cannot be expected...

• (11:00 a.m.)

Mr. Cowan: Is the Minister aware that there are no radio stations...

[Translation]

Mr. Béchard: On a point of Order, Mr. Chairman.

The Chairman: Go ahead, Mr. Béchard.

Mr. Béchard: The government has presented a White Paper on radio broadcasting which recognizes the existence of French and English services in the CBC. We, in Committee, have studied this White Paper and have made a report on it. I do not believe that Mr. Cowan can now come and destroy the work accomplished by the Committee, or undermine the government policy.

[English]

Mr. Cowan: Mr. Chairman, confining myself to Canada, may I point out that when the White Paper was being discussed I was present at all the sessions and when the final report of the Committee was being prepared I was at the *in camera* session. I can name who was there, and I understood they were *in camera*.

If you want the facts of what went on in that meeting, I protested then about the Committee making a report favouring the White Paper's statement about two official languages, and I was told then that the Committee's report...

The Chairman: Do you have any questions of the Minister on the...

Mr. Cowan: When can I ask questions when I was told at the *in camera* Committee meeting discussing the White Paper that there was another time I could ask them—always another time.

The Chairman: If you have any questions on clause 2, would you ask them now, please?

Mr. Cowan: Yes; I wanted to ask the Minister if she was aware that in Alsace-Lorraine French is the official language now—only one language.

The Chairman: I do not feel that that is a proper question for the Minister. If the Committee feels otherwise, I am in its hands.

An hon. Member: No.

Mr. Cowan: But just the way the French culture treats their conquered peoples was all I was trying to emphasize, my friend. I am asking the Minister why we should be spending public funds on a language that is not official?

[Translation]

Mr. Goyer: This is becoming a mental aberration.

[English]

Miss LaMarsh: Because it is the will of Parliament to do so.

Mr. Cowan: Do you refer to our mental situation, sir?

Miss LaMarsh: I am not going to get into discussion with you, Mr. Cowan, here, or otherwise, on what the present constitutional practice is, or the current constitutional argument.

It seems to me that broadcasting, by its very nature, is intended to be a means of communication between sentient human beings, and the most important way of communicating is to say something in a language that the man who hears it understands. Across 3,000 miles of country we try to speak to one another and to understand one another. We can do this instantaneously only through broadcasting.

It would not matter to me if we had to do it in ten languages to understand one another and to make ourselves more of an entity. I am happy that the two languages which are enshrined in our constitution are two of the most beautiful, most flexible and most widely used in the world. I am happy that one is not Swahili or Flemish, or a language that one might learn and never have an opportunity to use. If we are going to communicate and are going to broadcast at all, we have got to do it in a language. It seems to me, if we ever had enough money to do it, that it would be very useful to have broadcasting, both public and private, in some of the former national languages of many of our new Canadians. Certainly in the urban centres there are many Italian and German pro-

grams, and they are put on because people can understand them.

Mr. Cowan: Madame Minister, might I ask why the Italian station in Toronto is in private hands? Why does the CBC not broadcast in Italian, too, for the benefit of the Toronto Italian community and the Montreal community? In Toronto the Italian language station is in private hands, which is okay with me.

Miss LaMarsh: I am not certain whether have ever heard Italian or German program on the CBC affiliates or radio stations; I do not remember. I certainly hear that there are many of them.

The Chairman: Gentlemen, it is after 1 o'clock. Is it your wish that we proceed for while?

Mr. Laflamme: Well, I think, Mr. Chairman, that Mr. Cowan might as well go through with his statement this morning before an adjournment is taken, so that a majority of the members may satisfy...

Mr. Cowan: The majority of the Committee members can override the British North America Act, you mean? That is quite a thought—quite a thought.

The Chairman: Do you have further questions on this clause, Mr. Cowan?

Mr. Cowan: No; none at all.

The Chairman: Are there any further questions on clause 2(g), 2(h), 2(i), 2(j), or the balance of clause 2?

Mr. Fairweather: Mr. Gibson, while you are just in the drafting process, there is one point. In 2(h) it is stated.

...the objectives of the national broadcasting service must prevail;
I just wonder why it was not "shall" there?

Miss LaMarsh: Mr. Gibson might perhaps answer this.

Mr. Fairweather: I asked him the question.

Mr. Gibson: Mr. Chairman, I would have no objection, from a drafting point of view to the substitution of "shall" for "must". I do not think the legal connotation conveyed by either would seriously affect the intention of the clause.

Mr. Steele: If I could just add a point, Mr. Fairweather, perhaps the correct way to look at this is that in taking it that the national broadcasting service is to have primacy really what "must" means is that this is a statement of fact rather than of intention.

Mr. Fairweather: That is fine; thank you.

The Chairman: Gentlemen, are there any other clauses on which you would like to question the Minister, or propose amendment?

Mr. Fairweather:

Mr. Fairweather: Do you mean in the whole...

The Chairman: In the remainder of the bill.

Mr. Fairweather: You have caught me, Miss LaMarsh, with my constitution down.

The Chairman: Caught you with your bill down.

Mr. Fairweather: I am not oriented yet. I was in Alsace-Lorraine.

Mr. Cowan: Mr. Chairman, he could learn quite a bit there if he were. He could learn how French culture operates.

The Chairman: Mr. Prittie.

Mr. Prittie: I would point out again that Mr. Fairweather did question the interpretation of "broadcasting" in clause (g). We also had a discussion of that with the Department of Transport the other day, and the Deputy Minister said that the whole question of lines communication was under study. Some of us still have a feeling that the definition of "broadcasting" that Mr. Fairweather suggested the other day might be more adequate than the one that is here; but the officials know what that is; it was presented to them.

The Chairman: Mr. Brand.

Mr. Brand: This may be a silly question, but is there any chance of misinterpretation of the term "national broadcasting" as opposed to "Canadian Broadcasting System" since there is no actual definition under the interpretation section? I presume that "national broadcasting system" refers only to the CBC and its affiliates?

Mr. Steele: It is a national broadcasting service, Dr. Brand, which is the CBC and its

affiliated stations. "System" refers to the whole system, public and private.

The Chairman: Mr. Johnston?

Mr. Johnston: I do not know whether this falls within the scope of the invitation to ask questions about any part of the bill, but at page 18, clause 39 (h)—and I do not believe this is a change from the previous act; I think it has been carried over—says that the corporation has the power to

collect news...in any manner that it deems fit...

Recalling the Seven Days controversy and much of the discussion at that time, it seemed to me that one of the most sensitive points of all was the business of the corporation collecting news in ways, or by means, that were either completely illegal, or were an invasion of privacy, or were simply not fitting, in a sense. Have any thoughts been given to this sort of blanket permission to gather news in any manner whatsoever as long as the CBC itself considered that it was fitting? I am not at the moment proposing an amendment, that we refer somehow to methods that are legal or proper, but...

• (11:10 a.m.)

Miss LaMarsh: Mr. Chairman, I do not think this would give a mandate to anyone to do anything which is otherwise illegal. If they do they are subject to all the penalties of the law. I remember particularly the interviewing of Mr. Sevigny, and being personally offended by a youngster in bed. I had some discussions with members of the press and broadcasters on general principles and I got the impression that most of them felt that yellow journalism, while still legal and not tasteful, was a hallowed part of the freedom of the press and one had to be free to collect the news in any way which one's stomach could bear. I throw this out as a general proposition, and I suppose this is why it is left as open as it is. What might offend me as a means of collecting news or as an invasion of someone's privacy might not offend someone else, but I am as horrified by bugs on windows as I am by cameras on front lawns.

Mr. Fairweather: You mean electronic bugs?

Miss LaMarsh: Yes. Perhaps I am just old-fashioned, I do not know.

The Chairman: Is there any amendment you would like to propose, Mr. Johnston?

Mr. Johnston: I do not have one written out. Mr. Nugent just suggested some phrasing such as "in any reasonable manner" rather than "in any manner that it deems fit". When we get around to it I would like the Committee to consider the possibility of amending that to provide some sense of propriety as to the means with which the national corporation...

Miss LaMarsh: Perhaps if we just dropped that phrase out it would not draw so much attention to it. It would not sound like *carte blanche*.

Mr. Johnston: Yes. That would certainly be a suggestion, to omit it.

Mr. Prittie: The example Mr. Johnston used was not for a news broadcast anyway, it was for a magazine-type program, was it not?

Mr. Johnston: It really does not matter too much. What happened to Mr. Seigny became news, so we have the whole question of the corporation making its own news. I think the worst example of all was what happened on the Trimbells' front lawn. The cameras were set up at 7 o'clock in the morning in anticipation of what would happen in the afternoon. This is an example of sort of small town backyard gossip becoming the national news for several days and I should think the extent of the involvement there was barely fitting. I believe the question is important whether it is public affairs or news.

The Chairman: If you feel there is some appropriate amendment which meets your concern would you prepare it and submit it so that it can be studied by the representative of the Department of Justice. Mr. McCleave?

Mr. McCleave: I have some questions concerning clause 47.

The Chairman: I suggest we stay on clause 39 and perhaps have further questions on it.

Mr. Fairweather: I wonder if the Minister could consider the area that Mr. Johnston spoke of, that when we studied the Seven Days matter the proposal was that the then

BBG would have some sort of an ethical standard. I appreciate the freedom of the press but I do not think we should make it into something more than it should be. It is surely as subject to the same limitations of taste and the individual's right of privacy as anybody else. I think another example was the movement into a public institution in this country. As I understand it, the superintendent had given permission for an interview but this was not good enough for the interviewers, they put their bugs in a basket of goodies and conducted their interview in a surreptitious manner. I would hope that through regulation the CRC could try to establish some code that would balance the freedom which the Minister quite properly mentions with the contrary right of individual protection.

Mr. Prittie: On the same subject, Mr. Chairman, I agree there were some instances where I questioned the taste of what they were doing but I do not think there should be any more restriction upon television and radio journalists in the public system than there are upon journalists in general. A couple of weeks ago there was another example where they sneaked a camera into the International Nickel Co. of Canada's smelter at Sudbury. I did not find it particularly offensive, but would it have been wrong for a reporter from a Toronto newspaper who wanted to get a story on conditions inside that plant to have slipped by the guard and got his story? I think the only rules that should apply to public newscasters are the rules that would generally apply to journalists. Otherwise I do not like the area we are getting into.

Mr. MacDonald (Prince): I also think Mr. Chairman, that we should...

The Chairman: May we reserve debate on this point until we reach the amendment. If there are any further questions of the Minister or suggested amendments, could we have them at this time?

Mr. Brand: I have a question on clause 28.

The Chairman: On clause 39, may I ask the Minister about clause 39 (1) (g). It has been suggested to me that an important part of the present publications of the CBC are audio-visual materials which are used as supplementary materials to educational broadcasting. Has it been considered whether or

not a reference to this might be included in that section?

Miss LaMarsh: I think it is a good point, certainly.

The Chairman: Mr. Fairweather, you had another question.

Mr. Fairweather: I have a question on clause 39.

The Chairman: Mr. McCleave?

Mr. McCleave: I have a question on clause 39 (2) and also on clause 37.

The Chairman: Is yours on clause 39, Mr. MacDonald?

Mr. MacDonald (Prince): Yes. I wonder on clause (39) (1) (c), where it is suggested they originate and secure programs, and so on, whether there is sufficient scope within this subparagraph to encourage or enable the CBC to do a great deal more in terms of the co-operative production of television programming. This has become a very expanding field and it seems to me that it suggests here that the CBC might purchase programs or exchange programs, but included under this joint production arrangement, which I think is in subclause (d)...

Miss LaMarsh: I think subclause (d) is the best.

Mr. MacDonald (Prince): That subclause says "any person". Would that include a corporation as well as an individual?

Mr. Hindley: Yes.

Mr. MacDonald (Prince): It would.

Miss LaMarsh: I think it means any legal person, which includes a corporation.

Mr. MacDonald (Prince): Thank you.

Mr. Cowan: If you are on clause 39, sir, I am referring to clause 39 (1) (h). I am not a lawyer. I was only in the news gathering business for 40 years so I would not know too much about it. This Bill would authorize the CBC to:

collect news relating to current events in any part of the world and in any manner that it deems fit...

I am well aware, of course, that they sent two crews to Israel when the Pope visited

there, one to get it in French and one to get it in English. I do not know how a French picture differs from an English picture but the expense did not matter. I am also aware that the Canadian Press did not send representatives to Panama when the Panamanians attacked the United States, but the CBC sent a camera crew and nine people down there. Evidently there is no limit to the expense. I would like to ask the Minister why is it necessary for the Canadian government to engage in a business that is completely and adequately covered in a proper manner by the publishers of Canada through the Canadian Press and in the United States by the Associated Press, and overseas by Reuters and other news-gathering organizations which have long been established? Why is the Canadian government competing with these news-gathering agencies?

Miss LaMarsh: Because one of the things that Parliament has asked the broadcasting business to do is to go into the news field as well.

• (11:20 a.m.)

Mr. Cowan: Collect news or current events in any part of the world? I was limited to Canada a while ago and was not allowed to go to Alsace-Lorraine; but the CBC, of course, can go to Alsace-Lorraine and send several crews over there.

The Chairman: You can go to Alsace-Lorraine if you wish. Do not let me hold you back.

Mr. Cowan: I would like to take the Chairman over and I could show him a few things about French culture.

The Chairman: I wish you would.

Mr. Cowan: Why is the government engaged in a competitive way with this news-gathering organization, the Canadian Press?

Mr. MacDonald (Prince): Because it is their job, in some instances.

Mr. Cowan: Name one single instance. I discussed this matter with the General Manager of the Canadian Press two weeks ago, knowing it was going to come up in this Broadcasting Committee's discussion. The CBC buys the Canadian Press service, but

the Canadian Press does not buy the CBC news service. Mr. Stanley Burke, the gorgeous anchorman with the CBC-TV's national news, spoke before the members of the Canadian Branch of Sigma Delta Phi and as reported in the *Toronto Star* of March 1967, Burke said:

...the primary concern of the new operation was to develop an organization which would enable the CBC to go after its own news, rather than rehashing that provided through the print media.

Well the print media own the Canadian Press, the co-operative news-gathering service. Why is the Canadian Government spending taxpayers' money in opposition to a well-established, well-managed co-operative, and the CBC has yet to scoop the Canadian Press on any news item? Have we that much money? If we can run a second news-gathering organization in Canada, then we have public funds to put a French, public-owned station in every town in Canada. There is no limit, because we have public funds to compete with the Canadian co-operative press.

The Chairman: What is the question?

Mr. Cowan: I want to know why the Canadian government should be asking this Committee and Parliament to authorize a news-gathering organization in opposition to a Canadian taxpaying organization now, the Canadian Press?

Miss LaMarsh: Because news is part of the mandate which Parliament has given to the broadcasting services from the time of their inception.

Mr. Cowan: You can get that from the Canadian Press.

Miss LaMarsh: You can have, as news, just a talking head reading the CP stories, but you know yourself the ways in which the written word and spoken words are used in the news field are very different. The pictures involved have an impact far different from the spoken or written word. It is part of what Parliament wants a broadcasting service for.

Mr. Prittie: I am not sure that Mr. Cowan's facts are correct, Mr. Chairman. As far as I know, the CBC does not run a complete news-gathering service, but has special correspondents in places of particular interest to

Canada, who supplement the other services. Is this not the case?

The Chairman: I think Mr. Cowan is expressing opinions; he does not necessarily represent them to be facts.

Mr. Cowan: Everything I stated was a fact.

Mr. Prittie: Do they run a complete news-gathering service?

The Chairman: Mr. Prittie disputes that.

Mr. Cowan: That means my facts are incorrect because one member disputes them?

The Chairman: No; it just means...

Mr. Cowan: I stated in the House of Commons the other day that a life term was 8 years, 10 months and one day, and the Canadian Press gave a report that I challenged it—after reading from a government report.

The Chairman: Do you have any further questions on clause 39, Mr. Cowan?

Mr. Cowan: I was just going to ask the minister that the question of the cost of gathering the news never enters into consideration at all, does it? God forbid that...

Miss LaMarsh: I think it probably does, so far as management is concerned. It seems to me I have read of public discussion on the cost of news vis-à-vis the cost of public affairs, and it breaks out every now and then. It becomes the responsibility of management if Parliament says that one of the services that has to be provided is to gather and publish the news.

The Chairman: Is Mr. Cowan finished with clause 39?

Mr. Cowan: Yes, I am.

The Chairman: Mr. Munro.

Mr. Munro: I would just like to elaborate for one second, Mr. Chairman, on what Mr. Cowan said.

Miss LaMarsh, I suppose there is some merit in the Canadian people having some supplementary, independent source of news coverage rather than just one service?

Mr. Cowan: Why not the CP?

Mr. Munro: It seems to me it is well justified on that ground alone.

Miss LaMarsh: I suppose the same argument might have been raised in the case of Reuters and some of the others who started long before the Canadian Press got under way. There may have been people who said: "Why have our own when there is already one or more in existence around the world?" I think there was a big argument, was there not, when CP was started?

Mr. Cowan: Reuters is a European service, Miss LaMarsh, and the Canadian Press was one which originated in Western Canada originally; then the Eastern papers co-operated and there were two groups for some years, from about 1897 to 1908; and then they were merged into one Canadian Press. You might say that it really got its beginnings in Western Canada—that is, the Canadian Press as we know it today.

Mr. Fairweather: Is there a French service in the Canadian Press?

An hon. Member: Yes.

The Chairman: Yes. Are there any other questions on clause 39? If not, I understand Mr. McCleave had a question on another clause.

Mr. McCleave: I have one on clause 18 (2). I understand that there have been representations to the Minister on this power of direction to broadcast certain programs. Is she absolutely wedded to the language here, or has she found any of the suggestions acceptable to her?

Miss LaMarsh: Mr. Chairman, I do not remember that I have had any specifically worded exceptions; but I do not think I am particularly wedded to language anywhere.

Mr. McCleave: The Canadian Association of Broadcasters suggested that it be tied in somehow with emergency matters.

Miss LaMarsh: I am not very wedded to that particular suggestion either. Emergencies of a war nature are already dealt with in the War Measures Act and I felt that the CAB suggestion was rather narrow, if my recollection is right. Apparently my officials are still considering the phraseology of this clause.

The Chairman: If you have any suggestion would you put it in writing so that it can be considered later?

Mr. McCleave: I am quite satisfied if it is still under review. It seems to me to be a very wide power indeed and one that is perhaps going to get us all in trouble if we pass it.

The Chairman: If you feel it is too wide, would you formulate your alternative and submit it for consideration by Mr. Gibson?

Mr. Gibson: Mr. Chairman, Mr. McCleave raised yesterday a point, which I undertook to consider further, on the definition of "broadcasting undertaking" and I am prepared to give Mr. McCleave the results of my consideration now, or if you would prefer, we could defer it.

The Chairman: No; we might just as well hear it now.

Mr. Gibson: Mr. McCleave asked whether we would consider broadening the definition of "broadcasting undertaking" to include areas of territorial fee, next to the Canadian shoreline. I find that this matter is the subject of international treaty...

Mr. Cowan: Confine yourself to Canada.

Mr. Gibson: ...and is also covered by regulations made under the Canada Shipping Act, which preclude the establishment, within Canadian waters, of broadcasting stations on foreign ships. Therefore, the matter is covered.

Mr. McCleave: Thank you, Mr. Gibson.

Miss LaMarsh: That is on foreign ships. What about derelicts and floaters, and things like that?

Mr. Gibson: I believe the term is "vessels", and I think it has a rather broad definition.

The Chairman: Could we please know which clauses members still want to raise questions on?

Mr. Cowan: Clause 49.

Mr. Munro: Clause 19.

The Chairman: Clauses 19, 28, 4, 47, 49.

Mr. Cowan: Do I get 50?

The Chairman: Who will make it 50? Is that all?

Mr. Prittie: No; clause 17 too.

The Chairman: May we first go to clause 4? Mr. Laflamme?

[Translation]

Mr. Laflamme: Mr. Chairman, I do not want to abuse the Minister's kindness while she is here this morning, but concerning clause 4, I have already raised the question of the naming of the Canadian Radio Commission which in French is "Commission de la Radiodiffusion canadienne". I understand that the choice of these three terms had as a specific goal the retaining of identity in both the French and English initials. I would like to point out that the expression "commission" in French does not mean in fact—the board of management which has responsibility for managing and taking decisions. In French "commission" just means supervision, investigation or something similar. The specific French term should be "régie", instead of "commission". I have made a certain research to find a certain French expression corresponding to that in English, and whose initial would be the same in both languages. I was wondering if the word "commission" could not be replaced by the word "conseil" or by the word "contrôle" which would underline that it is not a supervision. The French word "commission" absolutely does not express what we wish to say. A supervision has no responsibility for decision. It cannot make reports inquiries of anything of the kind. I wonder if we should not consider the possibility of selecting more exact French or English terminology. The English word "commission" does not mean that this body or organization has responsibility or the right to take decisions.

Miss LaMarsh: This point has been raised by Mr. Laflamme and I think it is a good point. It recently passed the Transport Commission but it does not appear to have come up at that point. As I said to the Committee before, I am not wed to the name CRC either and I rather hoped that the Committee would be able to agree on some sparkling new name which would be effervescent and true to its purpose in both languages. I am completely in the Committee's hands on this.

• (11:30 a.m.)

Mr. Cowan: How about Quebec's chosen instrument?

Miss LaMarsh: I do not really think that would have much to do with the purpose of the agency.

The Chairman: Are you satisfied to leave this to discussion? Are there any further questions you would like to put to the Minister on clause 4?

Mr. Laflamme: I am just informing the Committee that I will have an amendment later.

The Chairman: Yes.

Miss LaMarsh: I would prefer the word "contrôle" to "conseil".

Mr. Laflamme: I would also prefer "contrôle".

The Chairman: Do any other members have questions on this clause? Mr. MacDonald, did you have a question?

Mr. MacDonald (Prince): No, I have one on clause 7.

The Chairman: Mr. Munro, do you have a question on this clause?

Did you say clause 7? I had not heard that clause mentioned.

Mr. MacDonald (Prince): I was looking for it and did not find it while you were giving us...

The Chairman: All right, clause 7, Mr. MacDonald.

Mr. MacDonald (Prince): Clause 7 is similar to another clause later on that deals with the Canadian Broadcasting Corporation in terms of the involvement or otherwise of the individuals who are to make up the membership of the Commission, as well as the new board of directors of the CBC. I realize this is a difficult situation where you are looking for people who will be free of any special interests and thus presumably be objective in their participation on these two important bodies. I think one of the obvious difficulties that has prevailed in the past is that you almost have to go out of your way to find people who have had no involvement, apart from the person who is going to be the chair-

man, and we hope that he and perhaps one or another of the member of the Commission might have had involvement. Some of the others are going to be completely uninvolved, perhaps almost to the point of being disinterested.

I am not sure how to overcome this difficulty because it is difficult to pick people from industry without running into prejudiced interests. It seems to me that some thought might be given both with respect to the Commission as well as the CBC, that if it is impossible to appoint people who are or have been actively involved in some phase of broadcasting, and it is very difficult to find the latter, that we give consideration to something that has become fairly popular in a number of the items of legislation that we have passed in the last year or so, and that is an advisory group. It would be somewhat representative of the industry as a whole and it would represent the creative talents as expressed through official organizations such as ACTRA and would perhaps be representative of the Canadian Association of Broadcasters. It seems to me a rather ridiculous situation to set up two very powerful bodies that will have more to say about the function and purpose of broadcasting in this country than any other, yet the people we require to serve must fall into the category where they are not engaged in a broadcasting undertaking, they have no pecuniary or proprietary interest, they are not involved in the manufacture or distribution of radio apparatus, and so on. It seems a little illogical to exclude those people who are most informed and most interested in the furtherance of the whole development of broadcasting in this country. I wonder if any thought has been given to overcoming what seems to me to be a problem that we have suffered a good deal from in the past.

Miss LaMarsh: The perils of conflict of interest in the broadcasting field particularly, where more than once the finger has been levelled that non-partisan, independent, objective criteria were not always used, was considered to be paramount. I understand that people who have more knowledge in the field are thus debarred but for full-time people, of course, on the CRC it is no real problem because if they accepted that appointment they would give up the other service. It may be that those with experience

will have to be confined to the full time people who will give up other contacts. However, it really is pretty dangerous to let the part time people have any conflict of interest. I think this is one of these cases where not only must justice be done but it must appear to be done, and that has to be clear.

I wonder what real service an advisory committee, added to these more or less expert five full-time people and the additional part-time people, can render because the BBG currently, and presumably the CRC, has recourse to experts in the field as they choose to hire or consult them. Indeed, the BBG has recently had a committee formed of people who are very active in programming and who came in on a basis of consultation and made a report to the Chairman. I do not think there is anything to prevent that kind of thing in the instance where it might be useful.

The BBG also has, as the CRC would have, recourse on technical matters to the Department of Transport for advice. There has been a pretty happy circumstance in even the relationship of the BBG to the private broadcasters and to the public. When there is something they want to know they often ask them in and discuss it on a casual basis to get their expertise.

Mr. MacDonald (Prince): Let us be very blunt about this. Our experience to date with regulatory authorities of the kind we are now going to revamp is that almost all of those people who are appointed on a part-time basis are people who really have minimal experience in terms of the functions and purposes of broadcasting. They really come as laymen and some of them are not very well-informed laymen. Perhaps it is the method of appointment. I will not say anything about that. I do not think that could be levelled at any one government but at all governments.

The other matter that concerns me is when you have people who have special information, special concerns, particular interests and experience, so often their channel of communication turns out to be through the elected representatives which, I think is a pretty inadequate form of contact with these bodies. It does seem to me that we would be making regulatory authority a good deal more effective if there were an advisory council, at least an advisory council, composed of these

people, who would then have a direct and a respected and a ready access to everyone. It would be known that so and so would be speaking for such and such a group, simply because he had worked, spent his time there, and this is basically why he was appointed to be on this advisory body.

• (11:40 a.m.)

This is something we have done. We have done it for different kinds of agricultural boards; we have done it for a rural development program; we have done it recently for the manpower council because we feel it is important there to have this kind of advice available; and surely in these in which the practice is less a question in terms of judgment and experience, there is an even greater need for this kind of situation to be created with regard to broadcasting, which is extremely dynamic and in which there are not that many people who are well informed and whose judgment is important enough to be considered in this kind of situation. I think that it would make the job of the regulatory authority easier and perhaps make their judgments more acceptable to the Canadian community.

Miss LaMarsh: That would mean the addition of a special interest board to the public interest board which is presently contemplated.

Mr. MacDonald (Prince): If you like.

Miss LaMarsh: You are not suggesting that that board would have the right to make decisions on licences or...

Mr. MacDonald (Prince): Oh no, not at all. No.

Miss LaMarsh: To be there in an advisory capacity.

Mr. MacDonald (Prince): Exactly.

Miss LaMarsh: That is worth considering.

Mr. Munro: Mr. Chairman, may I ask a supplementary question to the Minister.

As I understand it, being quite strict about the interpretation of clause 7, this would not preclude someone who is not an owner but rather an employee of the media business from being appointed as a part-time member to the board.

Miss LaMarsh: People who are engaged in the programming, I am told by Mr. Hindley, are not intended to be excluded.

Mr. Steele: This was deliberately arranged this way.

Mr. Munro: Would or would not this overcome the reasoning of Mr. MacDonald, which is very legitimate reasoning? In other words, this has been changed and I take it that there can be many people with experience in the media appointed to this board, the only prohibition being that they not have any equity ownership.

Is that a correct interpretation of this clause? If that is so—perhaps this is too theoretical, Mr. Chariman; not pertinent, rather—would you have any objection to the appointment of such people?

Mr. Gibson: Mr. Chairman, the situation that I believe Mr. Munro was speaking of in relation to the CBC and the CRC is represented by the omission from clause 7 of the equivalent of clause 35 (1) (b) (ii) at page 16. Clause 7 is not designed to preclude the appointment to the Commission of a person who has an interest in the production or distribution of program material suitable for use by a broadcasting undertaking.

Mr. Munro: I think that the ambit for the permissibility of appointing people involved in programming, involved in employees, involved in advertising and all sorts of different facets of the media business would be the wealth of experience in all these avenues. People could be appointed from these fields as part-time members.

Miss LaMarsh: I think in advertisers, yes.

Mr. MacDonald (Prince): If I might comment again, it seems to me that you are placing the government, this government or any other one, in a very difficult situation if you are going to accept what has just been said because what it would mean is that you would allow for the possibility of the appointment of certain types of people who are involved in broadcasting at present, people who are in the programming field—I think that is the area that is specifically referred to—but you would not allow other people—Mr. Prittie to my left here suggests a film maker, or perhaps a person who is involved in a net-

work operation in another network. In other words, I think you would create the greatest hue and cry if you issued the first list of appointments and there were a couple of people who represented one segment of the broadcasting industry—programming—and none other. I think that the government would realistically say that they cannot get themselves into that situation and therefore simply would not make any appointments from any specific aspect of the medium. We are right back where we were before. So, I think this reinforces, if you like, the necessity for giving this very serious consideration because I do not think we want to deal unfairly with the whole spectrum of the broadcasting industry. I think our ambition would obviously be to have a balanced representation from the whole of the industry in order that this advisory council could do its job effectively.

Mr. Munro: The only reason I brought this up, Mr. Chairman, was that it did open up the area for those experienced to some degree.

Mr. Steele: If I may perhaps try and relate these two sets of observations, there has been a lot of thought given to the idea of having advisory councils to the regulatory body. I would observe, Mr. MacDonald, that the Bill before you provides pretty wide scope to that regulatory body and pretty clear direction to carry out research in the field of broadcasting. This emphasis was put in in clause 18, although perhaps we do not really know how this would be given effect to by the regulatory body in the future. It was certainly intended to place a special emphasis on the need for this kind of advice, and in carrying out their research activities they would go to the groups that had something to say in this Bill.

Mr. MacDonald (Prince): I appreciate the substance of clause 18; I think it was also part of the Committee report that we made. But it does seem to me, knowing realistically how commissions and other bodies like this operate, that they might have some real reluctance in setting up such an advisory group. It seems to be the necessity for it and its importance in other legislation that has encouraged them to spell out in the Bill itself the fact that such a council should be created; in other words a fairly specific spelling out of the relationship—the kind of thing

the Minister was concerned about in terms of whether or not this body would approve of licensing, which I definitely think it should not. Its basic function would be as an advisory group and I think it should have the respect of legal sanction, if you like, by an inclusion in the Bill. I think too that it would to a degree circumvent some of the needless interchange that members of Parliament get involved in trying to intercede between groups or individuals with experience or something to contribute under the regulatory authority.

The Chairman: On clause 7, Dr. Brand.

Mr. Brand: Clause 7. Surely the clear intent of this clause is to exclude anybody who had anything to do with broadcasting when it says a person is not eligible to be appointed if engaged in any of these things. Despite what the Minister said I believe they could dispose of their interest. There is nothing here that would allow them to do so nor the State Department. They apparently are not eligible under this clause unless it accrues to them by will or succession in this particular clause. So, surely the intent is to exclude anybody who has had anything to do with this?

Mr. Steele: May I speak to this?

is engaged . . .

directly

. . . in a broadcasting undertaking; or has any pecuniary or proprietary interest in a broadcasting undertaking,

• (11:50 a.m.)

These two sets of conditions still leave ample scope for the appointment to the Board of people who may have some relationship to the industry with some expert knowledge in these fields whose livelihood is not directly related to the undertaking. What is intended here is that it would leave scope, say, for production or creative experience. For example, film makers have been mentioned before. Unless they have a direct pecuniary interest in a broadcasting undertaking we do not think this clause excluded the appointment of that type of person.

Mr. Brand: Let me refer as an example to one of the members of this Committee, not because he is a member of Parliament but because of his wide experience in the field of broadcasting. I am referring to Mr. Jamieson

who, by this section, would be automatically excluded despite his wide experience in broadcasting, unless somebody went to him well ahead of time and said, "Would you mind selling your stations? If you sell them within a certain period of time we are going to appoint you".

Mr. Steele: That is quite true.

Mr. Brand: Now, he would be excluded; yet a person of this calibre would be surely the type who might do an excellent job on this particular commission. I think this is that Mr. MacDonald was saying.

Miss LaMarsh: He might, but he might do pretty well for himself and not very well for the public weal, too.

Mr. MacDonald (Prince): That is why it is difficult to appoint these people on commissions.

Mr. Brand: No, I am just giving an example. I did not make any references; that is unfair.

The Chairman: This will be a matter for debate, I suppose.

Mr. MacDonald (Prince): I would presume, Mr. Chairman, that the legal advisers to the Minister and the other officials might consider this at some length and either themselves suggest a way in which this might be or perhaps they may find reasons why it is not an acceptable suggestion.

Mr. Steele: This is on your point about the advisory committees?

Mr. MacDonald (Prince): Right.

The Chairman: If we are finished with questions on clause 7 may I ask the Minister the purpose of the use of the terms "President" and "Vice-President" in clause 8 rather than "Chairman" and "Vice-Chairman" as is the practice now at the BBG? I should think this might be rather confusing with the CBC.

Miss LaMarsh: The CRC was to have the same terms in both languages "President" and "Vice-President" of the Commission. It seemed to me better than "Chairman" in this regard. Those terms are used in the CBC sections at the request of the present President of the CBC who feels that in dealing with the American networks it is necessary

to have, if not the pay, at least the title equivalent of those he deals with.

The Chairman: Presuming he has the title of both Chairman and President and the Executive Vice-President has that title in any event. You have answered my question. I suppose the Committee have views on this.

The next part mentioned, I believe, was clause 17. Mr. Prittie?

Mr. Prittie: Just a moment, Mr. Chairman.

The Chairman: While you are looking for that, Mr. Prittie, there is no quorum provided for in clause 14. There is no quorum for the Executive Committee. Would it not be desirable to provide for a quorum in the legislation so that decisions of such importance could not possibly be left to one person?

Miss LaMarsh: Yes, that point has been raised and I think it is also well taken.

Mr. Munro: Mr. Chairman, could I just interrupt for a second to tidy up one thing before Mr. Prittie begins? Reverting to clause 7 and I might put a specific example, that of a producer of a program, say, for a private television station on public affairs or whatever it may be, or even an announcer who does not have a pecuniary interest in the corporation; he would not be an officer but merely an employee. He would be eligible for appointment, I take it?

Miss LaMarsh: I think...

Mr. Munro: That is right?

Miss LaMarsh: ...that was the intention, yes.

Mr. Prittie: Mr. Chairman, I have no specific amendment to move here. Clause 17(3) is the reference to the Minister when there may be a dispute between the regulatory authority and the CBC concerning the conditions of licences and I admit right away that this is a really difficult one. The Minister has said a decision has to be arrived at somehow and this is the way in which it is being put into the Bill. I think it is one we want to look at...

The Chairman: There is no question...

Mr. Prittie: Well, yes. I would like to ask the Minister whether the drafters of the Bill considered any other way of handling this difficult problem?

Miss LaMarsh: Yes, we have ...

Mr. Prittie: Rejected other alternatives?

Miss LaMarsh: ...talked about ministerial decisions, cabinet decisions, some way of trying to get a parliamentary decision, appeals to court. I think we looked at the whole range of what might be done. This is what we finally came up with.

The Chairman: If you should come up with a proposal for amendment will you submit it Mr. Prittie so that it can be studied?

Miss LaMarsh: No Minister would like to have this happen.

An hon. Member: I realize that.

Mr. Steele: May I make a reference directly on this point? I would like to draw attention to the Minutes of Proceedings and Evidence of the Committee No. 1, Mr. Chairman, where the Minister, in dealing with clause 17, is reported as saying that after consideration of the dispute the Minister has a statutory duty to consult with both parties and following that may give a written direction to the CBC. The clause of course provides that the Minister, after consultation, may give to the Executive Committee a written directive, not the CBC, but the Executive Committee of the CRC.

Mr. Prittie: Yes, you are right.

Mr. Steele: So, there will be no misunderstanding of the clause.

Mr. Prittie: The other part is subclause (4), Mr. Chairman. This comes up again on the question of tabling such directives in Parliament and it comes up somewhere later on too. I will just ask the question: what happens after you have tabled something, or is that Parliament's business? I am trying to envision what would happen?

Miss LaMarsh: I feel what they do with it would have to be within the rules of Parliament. If you table a report and make a public altercation about it, I am sure that if the Government did not decide to provide time on their own initiative, there would be a call for time. It would have to be a matter of confidence. If the Minister gives directions, the Minister is going to have to stand or fall by those directions. That is why they are to be published. I do not know

exactly how you could put in the Broadcasting Act something that can bind Parliament, which makes its own rules. But it would seem to me, whether it was on a supply motion or some other way specifically, that by putting that question to Parliament, asking for confidence in it, Parliament would be able to express its opinion on the action the Minister had taken.

Mr. Prittie: Your having mentioned confidence makes me ask this question, then. You said under subclause (3) you considered other means of handling this and Cabinet was one, and then you settled upon the Minister. If there is going to be a question of confidence then the question I ask is, why not the Cabinet?

Miss LaMarsh: For the very reason that one person would have to make the decision. I do not think that in practice any Minister would make that decision and give those directions without having cleared with colleagues in the Cabinet. It seemed to us that this was better. If the Committee prefers that the Cabinet actually do it then I have no objection to that one way or the other.

Mr. Prittie: You do not prefer it, but you are saying, in fact, that this is really what it will mean if you got into such a situation?

● (12:00 p.m.)

Miss LaMarsh: Yes. There seems to be a tendency in a lot of our legislation to obscure the responsibility of the minister. After all the minister is primarily responsible for his advice, and it is the minister's neck that goes on the chopping block. I think we felt that it was a little more honest than saying "Cabinet".

Mr. Cowan: There are no executions in this country, I understand, so what do you mean by "on the chopping block"?

Miss LaMarsh: Only for us chickens.

The Chairman: Only for Cabinet Ministers.

Mr. MacDonald (Prince): Mr. Chairman, how long do we plan to go on?

Mr. Cowan: Some of them lose their heads more often and then they have them chopped off.

The Chairman: If there should be a vote this afternoon after the question period I

suggest it may be difficult for us to meet again today.

Mr. Cowan: Oh, no, you go on with the committee meeting. I will be over in the House.

The Chairman: I think that we might as well proceed for as long as we can now, if you are willing to stay. Are there any further questions on clause 17?

Mr. Cowan: Mr. Chairman I want to speak on clause 49, but this gives me an opportunity under clause 17 subclause (e). It reads:

17(1) In furtherance of the objects of the Commission, the Executive Committee, after consultation with the part-time members in attendance at a meeting of the Commission, may...

(e) exempt persons carrying on broadcasting receiving undertakings of any class from the requirement that they hold broadcasting licences;...

Of course, if you are operating a receiving undertaking, how would you have a broadcasting licence in the first place? What is the purpose of that? This refers to CATV.

Mr. H. O. R. Hindley (Assistant Under Secretary of State): This is to provide for the situation that arises, for example, in an apartment block, on top of which you have a community antenna which has no other purpose than to provide a common service to the occupants. Some power of discretion must be given here to decide...

Mr. Cowan: Why do you not say that you think there should be some power of discretion rather than a flat statement that there must be some power of discretion?

Mr. Hindley: Otherwise you license them all; that is what I mean.

Mr. Cowan: Well, that is all right with me; but what is the reason of it? Why are you exempting some? If the law is going to be the law it should apply to all. It says that the Executive Committee may

exempt persons carrying on broadcasting receiving undertakings of any class from the requirement that they hold broadcasting licences;...

Why should they not all hold broadcasting licences; or why should they not all be exempt? There is favouritism in there.

Mr. Hindley: Mr. Cowan, I think the emphasis there is on broadcasting undertakings of any class. There are, as the Minister said, certain classes of community antennae on the tops of apartment buildings, which are incidental and do not direct the signal at all.

Mr. Cowan: I will take my own case in point and confine myself strictly to Canada—in fact, to the riding of York-Humber. Right across the river from me is the Old Mill Towers with 24 floors, I believe, and it has a receiving antenna on the top. Are they exempt from needing a licence because they are on top of a 24 floor building?

Miss LaMarsh: If that is a class that the Executive Committee decides to exempt, yes.

Mr. Cowan: Well, supposing that the apartment house was only one floor high. We have some in Toronto where all the apartments are on the ground. Would they be exempted also.

Miss LaMarsh: That is up to the Executive Committee.

The Chairman: Do you have any further questions.

Mr. Cowan: I did not get an answer to that yet.

Miss LaMarsh: It is up to the Executive Committee to determine which classes they wish to exempt.

Mr. Cowan: I have here the annual report of the Board of Broadcast Governors for the year ending March 31, 1967. On page 14, under CATV Applications, they point out

In the fiscal year ended March 31, 1967, the Minister referred 91 CATV applications to the Board. The number included applications for new licences, extensions of existing systems, and changes in the channels carried. The Board found that 84 of them, in its judgment, would not make the operation of existing television stations uneconomical or inhibit the provision of alternative service.

The Board does not say why it recommended that the Department of Transport turn down seven of these applications. Can you tell me why? When I asked this the other day of technical advisers of the Department of Transport I was told to wait till the Minister

got here. The Minister is here now. I hope I will not be told to wait till the Minister of Transport comes.

Miss LaMarsh: I do not know. I do not see those applications at all. Probably the Minister of Transport does. I do not even know what they are.

Mr. Cowan: I am told—and perhaps somebody will say this is not a fact—that subdivisions that apply for CATV licenses are being turned down. They are on the level. Why should there be one law for the horizontal field and a different one for the vertical.

Miss LaMarsh: I do not know that that is the case, Mr. Cowan.

Mr. Cowan: This is why I am asking the question. When I asked the technical advisers at the last meeting of the Committee I was told to wait till the Minister got here. The Minister is here, and now I am asking the Minister. Then I am told that she does not know. Where do I find out? This is supposed to be a committee of Parliament.

Miss LaMarsh: Perhaps I can undertake to find out from my colleague, or at least ask him. I will try to do that before the next meeting.

Mr. Cowan: I would like to know now whether CATV licences are being granted to people on the vertical—on the up-and-up, if you want to say—and not being granted to people on the level. That is what it amounts to.

The Chairman: Are you on the up-and-up or on the level?

Mr. Cowan: On the level. My other comments on CATV I prefer to leave over to clause 49. This clause (e)—I do not see it myself. There should be a law for all or a law for none.

Miss LaMarsh: There is a difference between CATV—which is a broadcasting undertaking intended to be a commercial endeavour which makes revenue—and something which is purely a joining together of service to make it technically feasible to have a pick-up in a confined area, or amongst certain people, such as those in an apartment building.

Mr. Cowan: Could I ask the Minister if she is aware that they told me at the last meeting

of the Committee that the Royal York Hotel supplies TV service without any charge and therefore does not require a licence? I do not know what the room rents are for in the Royal York, but I understand that the TV is for free—at least I am told that.

Mr. Hindley: Mr. Cowan, the answer that was given by the officials of the Department of Transport referred to the present Radio Act. The CATV operations do not require a broadcasting licence under the present Act.

Mr. Cowan: And they should not in the future either.

The Chairman: All right. May I go back for a moment to clause 16 and ask the Minister whether she is satisfied that there is power in the proposed Commission to form networks, or require the inclusion or exclusion of stations in networks, to impose conditions on such exclusion or inclusion?

Miss LaMarsh: I suggest that subclause (vii) of clause 16 is that.

The Chairman: Are you referring to clause 16 (1) (b) (vii).

Miss LaMarsh: I suppose so, yes.

The Chairman: Are you satisfied that that would allow the Commission to require such an arrangement, and to impose it if it saw fit? That might mean that the only way to bring a second service into an area would be to impose an affiliation with an existing station.

Mr. Steele: That could be done under the conditions of licence.

The Chairman: You are satisfied that that can be done.

Mr. Steele: Clause 16(1) (b) (vii) refers to the conditions of operating a network but the constitution of the network is such that the Commission can insist that a station belong to a network.

● (12:10 p.m.)

The Chairman: Thank you. Clause 19?

Mr. Munro: Mr. Chairman through you to the Minister clause 19, subclause 2, refers to the following:

19.(2) A public hearing shall be held by the Commission, if the Executive Committee is satisfied...

Those are the words I am concerned about:

... that it would be in the public interest to hold such a hearing, in connection with (a) the amendment of a broadcasting licence;...

I am not so concerned with subclause (c), which states:

(c) a complaint by a person with respect to any matter within the powers of the Commission.

Subclause 3 states:

(3) A public hearing shall be held by the Commission in connection with the renewal of a broadcasting licence unless the Commission is satisfied that such a hearing is not required...

In both subclauses (2) and (3) we have the case that it is not obligatory on the part of the Commission to have public hearings with respect to amendments, complaints or renewals. It seems to me, on the surface at least, that as broadcasting is so much a part of the public domain and it involves a substantial financial interest, that we could be a little more strict in requiring public hearings.

Miss LaMarsh: This arises from a practical consideration of what happens. If there is a public hearing their counsel appears and a brief is prepared, and, from fees which I have heard discussed, it gets to be a very expensive undertaking to go before the board in any major way. It was represented to us, as we were drawing this amendment that if it were necessary in every instance to hold a public hearing it could be that a new profession would arise in this country by someone saying, "I am going to make a complaint which will result in a public hearing and cause you to spend a great deal of money to go on the defensive, whereas if you just slip me a few thousand dollars under the table I will not do that." What the board really has to consider is if there is a *prima facie* case or any reason to go before a public hearing. In this way you do away with this kind of frivolousness. For instance, having to have a public hearing every time, with all the notice and the attendant publicity and everything else. I could make a complaint that I did not like a particular program or I did not like the way one broadcaster carried on in the morning on one of these call-in shows, or something of that kind. Technically that would be

enough to cause a public hearing to be held, so this is to stop the proliferation of these hearings and to have one where the public interest is involved and where it is a matter of some substance.

Mr. Munro: Mr. Chairman, it seems to me that that explanation concerning a complaint is a pretty substantial one. I will delete my reference to "complaint". What about a public hearing in terms of an amendment to a broadcasting licence or with respect to the renewal of a broadcasting licence? Should there not be some justification for a public hearing in such cases as an obligation?

Miss LaMarsh: We discussed this at great length and according to the philosophy—which has much to commend it on a philosophical basis, anyway—every station should automatically come up for a public hearing for renewal. That is a very sensible sort of thing when you realize you are talking about the public domain and everyone should be prepared, every three or five or seven years, or whatever it is, to come in and make a new proposal to hold the licence that he has been operating.

Another practical matter is that private stations are not going to operate unless they have investors, unless there is some money behind them, and if somebody goes into a broadcasting operation for five years and has to start again from scratch at the end of that time he is not likely going to be able to make any investment in the five years that is significant or provide the kind of service that was intended in the first place. We even had discussions to the effect that every five or ten years every broadcasting licence go up for public tender and within certain limitations there would be minimal conditions of service laid down, but thereafter anybody who wished to do so could tender and the highest bidder would get the licence. This has a lot to commend it because the public would be getting the benefit of this higher tender, but in practice it would not work. We had a fierce argument with the committee about this philosophy and this is what we finally settled on.

Mr. Munro: Mr. Chairman, if I may just pursue this a little further. It strikes me with respect to renewal, if I may say so, that merely because you are insisting on a public hearing at the time of renewal, that it would

re stretching things somewhat for private people who have invested substantial moneys to think that this is going to unduly prejudice their undertaking. I think it would be a rare case indeed, and only for flagrant breaches of their duties, where the board would not renew. At the same time it seems to me that a public hearing at renewal time is equally as important as at the issuance of the licence itself and where people—and again I emphasize the public domain—who perhaps are not entirely satisfied with the service that a particular broadcaster has performed will be able to have the benefit of having the proceedings heard in public and perhaps the Board will go into this in a more complete way and require that certain things be done by the broadcaster in question during his renewal period. However, it seems to me that if public hearings have merit at the issuance of the licence it is equally important they be held at the renewal of the licence. In fact, I would say that it would be inconsistent if they were not to be held at the time of the renewal. I would hope that you might at least be sympathetic to the renewal aspect, and the amendment that we insist on public hearings.

Miss LaMarsh: I am not very far away from you, Mr. Munro, but it would seem to us that if you have not had any complaint from anybody or you have not had any breach of conditions or you have not had any public unrest about anything that it would be proliferating the work of the CRC unnecessarily to require them to have a public hearing.

Mr. Munro: I do not want to belabour this but it strikes me that many people have a complaint when no public hearing is requested. They have the feeling that it really is going to be dealt with in a rather superficial, concealed way and there is not much point in assuming their public duty in terms of making a complaint at renewal time concerning certain undertakings of broadcasters. I am not so sure it would not be a good thing if the broadcasters realized there would be a public hearing at renewal time. I am quite prepared to concede that in the majority of cases a public hearing would perhaps not mean anything. It would be unnecessary and perhaps no one would appear other than the applicant for renewal. However, so long as the safeguard is there...

Miss LaMarsh: He would have had to go through all this expense and this whole routine which would run into tens of thousands of dollars.

Mr. Munro: In the case of a person who has a licence, who has gone through the procedure before, who does not anticipate any great objection to his renewal, I wonder just how much expense would be involved? He may not even appear with counsel and in many cases I do not think they do. If he is aware, of course, that there is substantial dissatisfaction in his area, it would be well worth his while and, perhaps, he should come well prepared.

● (12:20 p.m.)

The Chairman: Mr. Munro, I wonder if we are not getting into arguments. The Minister, I think, has probably answered the question as well as she can.

Mr. Prittie: I would just like to add some comments to this provision for publication in the *Canada Gazette*, and that public hearings should be held. Not too many people, you know, read the *Canada Gazette*, unless they are in the trade and have a specific interest. I would suggest that the renewal of broadcasting licences could come and go without the public ever knowing about it unless they read the BBG bulletins or the *Canada Gazette*.

Mr. Cowan: Is it not on the CBC news service?

Mr. Prittie: No, I do not think so. I will agree that in most cases there would be no dispute about the renewal of a licence, but if someone wanted to object, they would not really know when this licence would come up for renewal, where the meeting was to be held or anything else from the way they operate now, as far as publicity is concerned.

Miss LaMarsh: I think it was suggested that there should be a requirement to publish in the public press in the encircled area and I think that is a good point. The question is one of drafting and we do not want to have notices in every public press. For instance, there are dailies and weeklies in a place like Metropolitan Toronto that would bankrupt you in just giving notices.

The Chairman: There are certain statutes that require publication in a newspaper of general circulation in the area and there could be such a requirement in this statute.

Mr. Prittie: The Commission is empowered to travel to these places to hold their hearings.

The Chairman: On that point, may I ask whether it was considered that some encouragement, at least, might be put into the Bill for the Commission to hold meetings, as far as possible in the vicinity affected by the application? I do not think there is any reference to this in clause 19.

Mr. Steele: There is on the next page, in clause 19 (6).

The Chairman: But it says:

...at such place...as the Commission
...may designate.

It might say something more, at least, to encourage the holding of meetings in the area affected.

Miss LaMarsh: One of the difficulties, of course, is when there is more than one public hearing in one day.

The Chairman: I do not think we would want to be very rigid about it, but it might be worth indicating our desire that the public have an opportunity to become truly involved in the application.

Mr. Prittie: Mr. Chairman, I know Mr. McCleave and I have 12.30 appointments and it is not going to be possible for us to go on much longer.

Mr. Brand: Can I bring up a point on this clause?

The Chairman: Mr. Brand, does your question deal with clause 19?

Mr. Brand: Yes, clause 19. I just want to express a little concern about the amount of power that can be delegated by the Executive Committee to one permanent member and one non-permanent member of the Commission to hold a public hearing and still have all the rights as pointed out in sub-clause (7) as:

... rights and privileges as are vested in a superior court of record.

It concerns me a little that you are going to have a public hearing held by just two individuals who have these powers which are

quasi judicial powers; perhaps even judicial without the *quasi*, I do not know.

Miss LaMarsh: Because they do not make the decision.

Mr. Brand: I cannot really get the impression here that they do not. Is there some specific reference that they do not?

Mr. Gibson: Mr. Chairman, the powers of a two-member panel of the board under clause 19 are limited to the right to hear an application. The issuing of the licence is still made by the Executive Committee under clause 17(1).

Mr. Brand: Yes, but it does say, does it not, that:

...the members so designated have and may exercise for the purpose of such hearing the powers of the Commission set out in subsection (7).

which includes:

...all such powers, rights and privileges as are vested in a superior court of record.

This includes such things as:

...the enforcement of its orders, the entry of and inspection of property...

This is the sort of thing that concerns me.

Then, if you turn to clause 26 which refers to appeals from such orders, there is reference only to the Commission itself. There seems to be a distinct difference between the Commission and a two-member committee set up by the Commission. The appeal lies only from a decision of the Commission and not necessarily from a decision of any subcommittee of the Commission that may be set up.

Miss LaMarsh: The Commission does act through two members and that binds the Commission as such and the powers that are referred to...

Mr. Brand: But it does not say so, does it, though? It says that it may delegate the powers.

Miss LaMarsh: But subclause (7) deals with the Commission.

Mr. Brand: It does not set up them as being an arm of the Commission, as such, except that it may be set up at the direction of the President, himself.

Mr. Gibson: Clause 19(7) does not confer on the section of the Commission the power

to make the decision that the executive committee is authorized to make in relation to a licensing procedure. It does give to a section of the Commission, sitting on behalf of the Commission, all the powers that a full hearing by the Commission would have. Otherwise, the mini-hearing or the hearing by the section would be relatively ineffective. It would lead to the result that in case of a hearing by two or more members, in any circumstances where they needed the powers not vested in them but vested in the Board, the hearing would be redundant. There would have to be a further hearing by the Board itself.

Mr. Brand: Does it not state there, for example, that they could fine somebody \$100,000, in effect?

Mr. Gibson: No, the fining power does not reside in any element of the Commission. That lies with the magistrates' courts.

Mr. Brand: Then what are all these:

... powers, rights and privileges as are vested in a superior court of record?

Mr. Gibson: These are the rights to summon witnesses, to administer oaths and to require the production of documents relevant to the testimony of the witnesses.

Mr. Brand: "the enforcement of its orders"; that is in subclause (7).

Mr. Gibson: The enforcement of orders as anticipated by this subclause is the type of order that a board may issue requiring a witness to attend and, in the event of failure, to comply with that order of the board, which is strictly an order in relation to the hearing rather than an order that is a decision of the board. They may exercise the powers of a court.

Mr. Brand: There is still:

... entry of and inspection of property ...

Mr. Gibson: That is correct. If these small divisions of the Commission as a whole are to be able to perform the functions of the Commission, they would appear to require the powers of the Commission in relation to hearings.

Mr. Brand: I am just concerned about the type of power being given to these people, that is all.

Miss LaMarsh: It is given to every judicial board and every quasi judicial board. I can-

not think it would be very likely that an order would be required to view property or anything of this kind, but let us suppose one of these applications is being dealt with from a private broadcaster or an affiliate, and they said that they were going bust on this particular situation and they had to drop it from their condition of licence, because they had been having a lot of trouble and they do not think the CRC should require them to do it. The two men can then say, "Well, I want to see your books". They demur, "Well, my auditor has them" and so on. The station is 1,000 miles away; so they can, then, make an order to have an auditor go in and take a look at those books.

Mr. Cowan: I agree with you that all judicial bodies have this power, but do not see the reason for providing it to the CBC, the CRC or anyone else.

Miss LaMarsh: It is only with respect to the purposes of the hearing.

Mr. Cowan: What hours can they come in? "The entry ... of property". Can they come in at 2 o'clock in the morning like the Gestapo used to do? Or would they come in broad daylight at noon?

Miss LaMarsh: I suppose it depends on the officer who is carrying it out.

Mr. Cowan: I see; well, supposing they came at 2 o'clock in the morning...

Miss LaMarsh: If I were going to go and look at books I would not go at 2 o'clock in the morning and I have never noticed such zeal on the part of sheriffs and bailiffs throughout the country that they do their business at that time of the morning, ordinarily.

Mr. Cowan: It ought to be rewritten.

The Chairman: Before we leave clause 19, may I ask what the Minister's attitude would be toward requiring publication of reasons for decision, at least in the negative? It seems to me it would add to the prestige of the Commission if the public could see the reasons for some of their decisions. It would also build up some body of jurisprudence in the field which is lacking now.

• (12:30 p.m.)

Miss LaMarsh: I do not object to that.

The Chairman: Does the Department of Justice have any concern about requiring

publication of reasons for decisions by the regulatory authority? Clause 19 deals with the hearings and procedure of the Board.

Mr. Gibson: Mr. Chairman, from our point of view there is no legal objection whatsoever for requiring a body such as this to publish the results of its hearings or the reasons for its decisions. I think if there is no objection on a policy ground we certainly would not have any objection.

The Chairman: I can understand it might be very difficult to give reasons for a choice among various applicants in granting a licence because it is perhaps...

Mr. Gibson: There might be certain considerations that the Commission would take into account which would involve, perhaps, confidential information that the Commission would be loath to publish and which the applicants or the persons involved in the hearing might be loath to have the Commission disclose.

The Chairman: I should think in a case where there is a suspension or revocation of licence at least it would be very desirable to have the reasons published.

Mr. Gibson: I think those are the circumstances where it would be more appropriate from a legal point of view to have reasons given.

Mr. Munro: Supplementary to that, Mr. Chairman, I think the Chairman has brought out an excellent point about reasons for judgment to which the Minister has agreed, and I think they would agree in the House that perhaps it would be an appropriate amendment. If there was an amendment would it come under clause 19 or some other more appropriate place in the Bill?

Mr. Gibson: In looking at this particular question earlier I had come to the conclusion that clause 19 was not the place for it but it would depend upon the nature of the direction to the Commission.

Mr. Munro: Generally, if I may put a hypothetical question, if there is an amendment to have reasons or a decision of the Board given in public, and it was as wide as

that, where would be the appropriate place for it?

Mr. Gibson: I would not like to commit myself firmly but I think clause 20 requires public notice of certain decisions of the Board. It might be in relation to a provision such as that.

Mr. Munro: Could it be worked in anywhere around clause 25?

Mr. Gibson: It might very well be worked into clause 24 with respect to revocation or suspension in relation to decisions of that nature.

Mr. Munro: If you are going to limit the suspensions.

The Chairman: Gentlemen, it looks as if we will not be able to meet this afternoon. If the capital punishment vote takes place and the House goes into committee on that bill, it would not be appropriate for us to attempt to meet. What is the wish of those of you who are left? Instead of trying to continue this afternoon could we meet for perhaps an hour and a half tomorrow morning from 9.30 to 11 o'clock?

Mr. Cowan: It is all right with me.

The Chairman: Do those who are left here agree? If so, we will ask the Clerk to make a little further survey and if it does appear to be practical we will issue a notice before the end of the afternoon.

Mr. Cowan: Will the Minister be here?

The Chairman: The Minister would be available.

Mr. Cowan: Fine. Mr. Chairman, before we adjourn might I express the thanks of the Committee to the Clerk and to the Committee Reporting Service for grinding out the report on the November 21 meeting so fast. You did it the last time and I see we have another. It is something that is spectacular by itself; and now it appears that they are going to do it every day, and I want to thank them for it.

The Chairman: The spectacular is now commonplace.

Mr. Cowan: That is right; many thanks.

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OF
PROCEEDINGS AND EVIDENCE

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The Clerk of the House.

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament
1967

STANDING COMMITTEE

ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 5

FRIDAY, NOVEMBER 24, 1967

Respecting Bill C-163,

An Act to implement a broadcasting policy for Canada,
to amend the Radio Act in consequence thereof and to
enact other consequential and related provisions.

APPEARING:

The Honourable Judy LaMarsh, Secretary of State.

WITNESSES:

Mr. G. G. E. Steele, Under Secretary of State; and Mr. Fred Gibson,
Senior Advisory Counsel, Department of Justice.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

MINUTES OF PROCEEDINGS

FRIDAY, November 24, 1967.

(9)

The Standing Committee on Broadcasting, Films and Assistance to the Arts, met this day at 9.45 a.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Béchar, Berger, Brand, Cowan, Fairweather, Johnston, Mather, McCleave, Prittie, Prud'homme, Richard, Stafford, Stanbury—(13).

Members also present: Mr. Macaluso.

In attendance: The Honourable Judy LaMarsh, Secretary of State; Mr. G. G. E. Steele, Under-Secretary of State; Mr. H. O. R. Hindley, Assistant Under-Secretary of State; and Mr. Fred Gibson, Senior Advisory Counsel, Department of Justice.

The Committee resumed consideration of Bill C-163, and the Minister was examined on Clauses 26, 28, 29, 47 and 49, assisted by Messrs. Steele and Gibson.

The consideration of Bill C-163 still continuing, at 11.00 a.m., the Committee adjourned until 9.30 a.m. on Tuesday, November 28.

M. Slack,

Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Friday, November 24, 1967.

• (9:50 a.m.)

The Chairman: When we adjourned yesterday we had finished with clause 19, I believe, and we were going to move on to the next one mentioned by members, clause 26. Some member wanted an explanation of the appeal procedure and perhaps Mr. Gibson could explain clause 26 to us.

Mr. Fred Gibson (Senior Advisory Counsel, Department of Justice): Mr. Chairman, subclause (1) of clause 26 provides for an appeal to the Supreme Court of Canada from a decision or order of the Commission—and decision or order is a defined term—on a question of law or jurisdiction with leave of the Supreme Court. Normally, with an administrative tribunal such as this, the superior courts of the provinces and the Exchequer Court would have jurisdiction to entertain prerogative writs and that would be concurrent jurisdiction. The prerogative writ application could either be brought in the Exchequer Court or the superior court. It was considered desirable, in view of the fact that the decisions of this tribunal are applied across the land, that a single court having jurisdiction throughout the land have the sole jurisdiction to entertain prerogative writ applications from the decisions or orders of the Commission. Therefore, by subclause (3), the Exchequer Court of Canada was given jurisdiction with respect to prerogative writs to the exclusion of the superior courts of the provinces.

The next point which was considered is that one of the advantages of licensing through an administrative tribunal such as this is that there is an element of expediency involved. The matter can be dealt with relatively rapidly and in an expeditious manner.

With regard to questions of law or questions of jurisdiction, an appeal at law is provided and it was, therefore, considered to conflict with the desirability of proceeding expeditiously to have an alternative procedure for getting questions of law or jurisdiction before the courts; that is, where ade-

quate right of appeal is provided to the highest court of the land, it was considered that an alternative remedy by way of prerogative writ on the same subject matter would only serve as a means of delay of procedure.

Therefore, by subclause (4) the jurisdiction of the Exchequer Court with respect to prerogative writs is diminished by applications with respect to a question of law or a question of jurisdiction; that is, by the areas in which there is a right of appeal to the Supreme Court.

The Chairman: Are there any questions for Mr. Gibson on that exposition?

Mr. Macaluso: That raises a problem. Let us go through that again, shall we? Not from the beginning, of course. You said, and I agree with you, that of course it is more expeditious to have one court handle all the problems dealing this Act. But should the alternative not be left to the applicant who wants to appeal that although he is going to the Supreme Court he could also go by *certiorari* to the Exchequer Court? This would give him the option of which court to go to because, although there is nothing wrong in going to the Exchequer Court, he is still coming to one court here in Ottawa. Whether it is the Supreme Court or the Exchequer Court he is really coming to the same place.

However, my concern especially with administrative tribunals and the difficulties that are encountered with them, is that the option should be given to an applicant to make his appeal even by *certiorari* and *mandamus* if he so wishes. It is really too restrictive so far as I am concerned.

Mr. Gibson: In some cases I would be inclined to agree with you, sir. The difficulty lies in the fact that in many circumstances an application by a prerogative writ may be brought during the course of proceedings rather than as an alternative to an appeal. It would be brought in the nature of a supplementary application with a right of appeal continuing to exist at the end.

Now, the result of this is that there would be a means for substantial delay of an application on a question of law or jurisdiction where, if the eventual outcome of the application is not suitable to the applicant, a right of appeal would lie. The right of the Exchequer Court to deal with applications by prerogative writ for breach of natural justice or for any other grounds on which a prerogative writ application may be brought where there is not an appeal on the question of law are in no way diminished by this section. It was simply felt that to provide an interim right as well as a final right to go to the courts in respect of the same matter on the same ground would only serve to unreasonably delay proceedings or, at least, could serve to unreasonably delay proceedings and it was considered that the harm done was more than offset by the advantage obtained.

Mr. Macaluso: The harm is not to the government agency. As I say, it is the applicant's decision which course to take. So it is his decision whether he is going to go by *certiorari* or interim procedure or by final appeal to the Supreme Court so the harm is that it is a one-sided case. It is a case on the applicant himself. It is going to do no harm to the CRC.

Mr. Gibson: There is though, in fact, a harm done to the public or, at least, it is arguable that there is a harm done to the public, if a licensing decision is held up by court proceedings in a manner which delays the issue of a licence unreasonably.

Mr. Macaluso: Give me an example of where harm would be done to the public.

Mr. Gibson: If an application for a new licence were pending which was unreasonably held up by court proceedings that were simply designed to delay or for any reason whatsoever prolong proceedings, I would presume that the public would be without service because of these legal proceedings.

Mr. Macaluso: There is not a community in this country that does not have service of some kind. That is why I say perhaps it might be in the public interest for it to be delayed. I would argue the reverse.

Miss LaMarsh: There are a few communities that do not have service.

Mr. Macaluso: Yes, in the North; I can understand that.

Mr. Fairweather: You speak from strength from the ambitious city.

Mr. Macaluso: No, I am speaking for the complete metropolitan areas all across this country. The thing that bothers me is that I have had experience, as many of us have, before administrative tribunals and I do not think administrative tribunals are the best place to get natural justice. So the thing that really concerns me is that the applicant should have more than one course open to him. I do not say it should be wide open; of course not. But to have to go only to the Supreme Court seems to me to be too restrictive when he could also go to the Exchequer Court. But I will go over your answers and perhaps come up with an amendment later on when we are dealing with the Bill clause by clause. Thank you.

The Chairman: Are there any further questions on clause 26?

Someone had a question about clause 28. I have one. The person who asked about it before is not here. In clause 28, line 34, the word "licencee" appears. Would that apply to an individual station and not, for instance, to the CBC?

Miss LaMarsh: Each station is licensed.

The Chairman: It clearly is intended to apply to each station.

Mr. Steele: And network.

The Chairman: Each station and network.

Mr. Prittie: Have you finished your questions?

The Chairman: Yes.

• (10:00 a.m.)

Mr. Prittie: I know that some people have advocated that this be taken out of this clause altogether and that there be no restriction on political broadcasting. I do not know if I am in favour of that. However, I notice that the Bill still contains the two days part. What is the reason for that? Why should it not be one day? Just prohibit the actual day of the election. Why should it be two days? Is there some reason for this?

Miss LaMarsh: Inertia. We did not change it because we thought if the Committee had strong feelings about it we would have their views.

Mr. Prittie: The practical effect is that when an election is held on a Monday the last broadcast can be made on Friday at midnight.

Mr. Fairweather: It is a matter of some relief to the public of Canada that that happens.

Mr. Prittie: True. Thank you. I will perhaps consider an amendment later on with respect to that.

Mr. Fairweather: There is a matter of cable television which I would like to bring up. I am not an expert and I do not know all the terminology of this but if this is being done in the United States it would be rather awkward if the receiver—I do not mean the last receiver but the person transmitting, say, from Bellingham or Detroit, and so on—were to be penalized for something over which he has no control if he buys the package. I want to know if that has been considered. I do not have any suggestions on how we can avoid it but as a practical matter is this a problem or can we...

Mr. G. G. E. Steele (Under Secretary of State): It is very difficult to assess what...

Mr. Cowan: As a supplementary to the very fact that Mr. Fairweather is raising, on page 13 of the White Paper on broadcasting community antenna television is mentioned and the intention is set out as:

...the preservation of the integrity of the programs received and carried by the systems...

If a political broadcast comes in from Buffalo and CATV picks it up in Toronto, and the government is going to "preserve the integrity of the program received and carried by the systems"—I know that is done to protect the advertiser—you would be carrying that political broadcast as well.

Miss LaMarsh: It does not qualify. Mr. Cowan, clause 28(1) (b) reads:

an election of a member of the House of Commons, the legislature of a province or the council of a municipal corporation...

If the problem is with respect to American elections I do not see that it has any validity, so you do not have to worry about taking it out.

Mr. Fairweather: No, that refers to having Canadian election material on American stations adjacent to the border.

Miss LaMarsh: But that is already illegal.

Mr. Cowan: How do you get at the American station if it carries a program sending a Canadian election?

Miss LaMarsh: It is already illegal for a member of the House of Commons or Parliament to make a political broadcast on an American station.

Mr. Cowan: I agree but suppose somebody that is not even running, appears on the Buffalo station, he is a supporter of some candidate, and he goes on a 15 minute program asking the people in Hamilton, Toronto or St. Catharines—or even in Niagara Falls—to endorse a certain candidate, what do you do then? If CATV is forced to carry that program—"the integrity of the programs received"—what are you then going to do? If the police can order a man to go and help, then one law absolutely destroys the other. That is what will happen here, it will force CATV to carry the program in its full integrity, and this is a broadcast in support of somebody who is running in Niagara Falls.

Miss LaMarsh: I suppose, Mr. Cowan, counsel for the cable operator will plead this in mitigation of a sentence, but I do not think you need to worry about the Buffalo border. I have never run into a Canadian politician who could afford those rates.

The Chairman: Mr. Macaluso, did you have a question?

Mr. Macaluso: I also agree that this is one of the things that should be taken out of this clause completely. There should be no prohibition because we can do it by newspaper advertising on the day of the election. I think it is just discriminatory and I also am one of those who would like to see this taken out and probably move an amendment on it. But, I am concerned with (a)—a referendum. What examples do you mean? Today we do not have many referendums. What would be an example of a referendum where we would prohibit announcements on their advertising on it? It seems to me that the television programs and radio programs today are making all kinds of comments on all different

things. What type of a referendum do you have in mind?

Miss LaMarsh: Well, it could be any referendum. On the municipal level it could be a liquor referendum; or it could be a financial referendum to issue another bond for one of the municipalities; it could be a referendum taken with respect to a change in the constitution at the federal level. It could be anything.

Mr. Macaluso: Is this put in there again only because it was in another act and was there? As you said, it is because of inertia that it was not taken out.

Miss LaMarsh: No, it is put in because referendums appear to be coming more in style rather than less.

Mr. Macaluso: What is the purpose of it? What harm does it do?

Miss LaMarsh: Because it gives an opportunity right up to the very last moment for people who have been making comments which cannot be answered.

Mr. Macaluso: You still have this with newspapers.

Miss LaMarsh: That is correct.

Mr. Macaluso: That is the point.

Miss LaMarsh: That is the whole Broadcasting Act—and I say that this is up to the Committee—but the whole Broadcasting Act recognizes the power of the spoken word and of the picture by impression, which are different from the power of the written word.

Mr. Macaluso: As far as (b) is concerned I, for one, would rather see it taken out since I gathered you had no objection to its being in or out. We will deal with it, I guess, when we come to voting. Thank you, Mr. Chairman.

[Translation]

Mr. Berger: Mr. Chairman, clause 28 uses the expression "no licensee". Could we not, for instance, to protect the community antenna enterprises, replace the expression "licensee" used in subclauses (1) and (2) by the expression "broadcaster" or "radiodiffuseur" so that the community antenna enterprises which naturally receive material that has already been used, can be protected? It is simply a suggestion that I am making. I wonder if, legally, we could not replace the

expression "licensee" by the expression "broadcaster". In that case we would be removing some of the objections that were put forward a few moments ago.

[English]

I am just wondering if replacing "licensee" in subclauses (1) and (2) by "broadcaster" would not protect the...

Miss LaMarsh: I have to refer you back to clause 3(a) of the Bill to the definition of "broadcaster". It states:

3. (a) "broadcaster" means a person licensed by the Commission to carry on a broadcasting transmitting undertaking...

I do not really know that you are going to—that would take out CATV because they are broadcasting and receiving.

Mr. Steele: Yes. Mr. Berger's point is that if you did limit this to the broadcaster it would, in effect, cover all the points that have been made about the position that the CATV operator will be in. That is the point that is being made. So the question you have to consider is whether or not you wish to give an exemption to the receiving undertaking from this type of prohibition relating to political broadcasts.

Mr. Prud'homme: When a federal election comes we—should bear that in mind, to adjust the electoral law, because there is a provision in the electoral law that says two days before so on and so forth. We should keep that in mind when in the future we get to the electoral law.

The Chairman: May I ask again about this word "licensee" in subclause (1) of clause 28. If it refers to either a station or a network, as Mr. Steele has said a few minutes ago, then are we not back to the same problem as we had under section 17 of the present Broadcasting Act where many people objected that a municipal election in one corner of the country could prevent some subject being dealt with on the CBC network or on the CTV network. Should we not at least exclude from clause 1 the networks from the prohibition about municipal issues?

• (10:10 a.m.)

Mr. Steele: Can you be certain that you will not have a problem with what the network will carry into the local situation?

The Chairman: As I understood it, one of the purposes of clause 28 in the proposed new act was to overcome some of the objections which many people had to section 17 in the present Act; the main objection being that if the present section 17 was followed you could hardly mention on a national network anything political in the 24 hours before any municipal election or municipal referendum anywhere in the country.

Mr. Gibson: Mr. Chairman, may I speak on this point? We endeavoured to cover this by providing that the advertisement or announcement, or whatever it may be, shall not be broadcast if the election is being held within the area normally served by the broadcasting undertaking of the licensee. Now, using, as a prime example, the CBC which has many broadcasting undertakings, if, in respect of any one undertaking of the licensee, the election is not being held within the area normally served by that undertaking of the licensee, then in my view this clause would not preclude the licensee from broadcasting on that particular undertaking. It is only if, in respect of any undertaking of a licensee, the election is being held within the area normally served by it.

The Chairman: That sounds fine to me until I look at the interpretation clause which says that a broadcasting undertaking includes a network.

Mr. Steele: If everybody is agreed, including the drafters concerned, that we wish to achieve this objective we had better examine this point in relation to the definition clause.

The Chairman: Would you consider trying to clarify that if it is not as clear as you think it is?

Mr. Steele: Yes, sir.

Mr. Brand: I apologize for being late, Mr. Chairman, particularly with reference to clause 28 because I missed the Minister's remarks on it.

Miss LaMarsh: I did not make any.

Mr. Brand: Oh, you did not?

Mr. Cowan: I will refer to one that she made in a moment, doctor.

Mr. Brand: I was naturally curious, since newspapers, of course, can still publish things right up to and including the date of

an election, why we were continuing with what seems to be an archaic rule, particularly in view of the fact that you cannot control stations in our cities close to the United States border, such as in British Columbia, Ontario and Quebec, where people in Canada can receive broadcasts from across the line.

Although I understand that it is a protection for the people who by this time are fed up with listening to election broadcasts, nevertheless there seems to be an inequity here with one advertising and/or news medium compared with another, such as the printed word. I could not quite understand the thinking behind wanting to continue with this particular rule.

Mr. Fairweather: Read the Minutes of this meeting and you will find out why.

Miss LaMarsh: As I say, it is because it seems to be a more powerful medium.

It has been pointed out to me, too, that if you advertise in a newspaper you cannot afford to buy up the whole newspaper and, there will be conflicting advertisements in it; but if you buy up television or radio time you can have the last word and leave an erroneous impression which cannot be corrected. I really think that this provision has been in and continues because politicians are afraid of taking it out. They do not trust one another. That is the nature of it.

The Chairman: They are wise.

Mr. Brand: It is difficult to believe, of course, that they would not trust one another.

Miss LaMarsh: I do not have any idea whether that prohibition is in another jurisdiction, but we all know the kind of impression that can be made at the last minute, which can be erroneous; sometimes it is done quite innocently, but it cannot be corrected in time.

The Chairman: Are there any further questions on clause 28? Mr. Cowan.

Mr. Cowan: Through you, to the Minister. One of the comments the Minister made to Dr. Brand, when Mr. Macaluso asked what would be a referendum, she said, "Well, on the local level it could be a liquor referendum". If you are going to prohibit the broadcasting of anybody supporting either side of

a liquor referendum, what about the beer ads that come over all the stations, that the finest hockey players all drink beer, that the top quality people all drink beer, everybody goes skiing and drinks beer? Only last Saturday I remarked to my wife, "I wonder why they do not put any pictures here of the poor derelicts being shoved out of the beer parlors on Bloor Street at closing time each night?" My wife remarked that the light was not strong enough for the cameras. Do you mean to tell me that these beer ads would not have an effect on a referendum, say, on the liquor question municipally, and that CATV is forced to preserve the integrity of the programs received?

Mr. Fairweather: Is there any other social issue we might bring within the ambit of this act? It has gone through quite a gamut.

Mr. Cowan: The world consists of society, my friend. I just asked you. You would prohibit somebody taking any stand on the referendum, but the beer ads could still come pouring in and I am using your own words, while the referendum is being held on a liquor question?

Miss LaMarsh: No, I would not think so.

Mr. Cowan: I agree with Mr. Macaluso that the clause ought to be knocked out.

Mr. Macaluso: We do not agree too often, but when we do...

Mr. Cowan: ...we know it is bound to be right.

The Chairman: Mr. McCleave.

Mr. Macaluso: Mr. Chairman, what happened to clause 29?

The Chairman: We made a list yesterday of the clauses on which some question was going to be raised and that was among them.

Mr. Macaluso: Mr. Chairman, may I...

The Chairman: Perhaps you were not here yesterday.

Mr. Macaluso: No, I was not; we had a transportation meeting in the morning. You cancelled the afternoon meeting which I would have attended.

I will be away for two weeks. Could I ask a question on clause 29, Mr. Chairman?

The Chairman: On clause 29?

Mr. Macaluso: Yes.

I raised this question previously. I wish to raise it again.

The Chairman: Well, let us get it over with.

Mr. Macaluso: It deals with the \$100,000 again.

Miss LaMarsh: You know, I really am surprised that people are so exercised about this, because...

Mr. Macaluso: I am not exercised; I only have questions.

Miss LaMarsh: ... only people who break the law are going to be subject to it.

Mr. Macaluso: We should be concerned about those people, also, Madame Minister. I am concerned in that you yourself have stated that in many of the cases the charges are laid through inadvertence.

Miss LaMarsh: My information, which comes from broadcasters, is that all of them of which they have knowledge were inadvertent.

Mr. Macaluso: This is what my query is about. If it is through inadvertence—and it is, from my information, after some research—the breaches occur through inadvertence because of commercial announcements running over, what is it, 12...

Miss LaMarsh: ... clock hours.

Mr. Macaluso: ... and where there is some discrepancy because of a new man coming in, and different things like that. Anyhow, they are through inadvertence.

Miss LaMarsh: I am sure you have been talking with the same people.

Mr. Macaluso: Probably. I am concerned about the "not less than and not more than" provision of this clause, which is usual in all statutes that I am aware of. It seems to me that this is an overly large amount. I asked you this before. What possible breach of a regulation—not of a statute but of a regulation—could warrant a fine of \$100,000? It is just too much, so far as I am concerned. When you consider that the licensing body is the one that is laying the charge it seems very incongruous to me that...

Miss LaMarsh: But not the one that is the trier.

Mr. Macaluso: That makes no difference. The licensing body still lays the charge, and is the body which is going to rule on whether or not the licence will be renewed. That is the important aspect.

Miss LaMarsh: There is no reason why an individual cannot lay a charge.

Mr. Macaluso: That is not the case, is it? Can you give me examples of where a member of the public has laid a charge against a broadcaster?

• (10:20 a.m.)

Miss LaMarsh: Not heretofore.

Mr. Macaluso: That is out of the question, so far as I can understand. It may not be out of the question, but I do not think I will see it in my lifetime, anyway. What I would like to get an answer on is what breach of a regulation—again, I say a regulation, not a statute law—that would warrant such a fine as up to \$100,000?

Miss LaMarsh: As I have told you, I think that if you want to prohibit something then you make the punishment such that there is no mistaking the fact that you intend to prohibit it.

Mr. Macaluso: Why can you not make it, say, not less than...

Miss LaMarsh: I do not think that is very modern practice. Most of them—the practice is to get away from the minimum because as it actually works the minimum has often become the maximum.

Mr. Macaluso: That is what we have had in our statute laws to date. Any statute enacted lately, dealing with fines in magistrate's court, is still written as "not less than".

Miss LaMarsh: This gives a range up to \$100,000. It shows that Parliament considers the obligations which are imposed very serious, that it means that they will be kept to and if they are in breach the court has an opportunity to assess the nature of the breach and if it is an inadvertence—well I cannot give any direction to the court. I would think that it would be dealt with lightly in a monetary fine...

Mr. Macaluso: That is just my point, you cannot give the answer to the court.

Miss LaMarsh: ... but if it is not, if it is a matter of deliberate increase in revenue and

I gave an example—I have forgotten the sum—but a terribly enormous amount could be made and very easily. Canadian broadcasters have not done that to date. I want to make that very clear. That does not mean that someone in the future will not try this. You need only to slip in an extra minute to start producing—it is over—something like \$250 or something an hour at the moment.

Mr. H. O. R. Hindley (Assistant Under Secretary of State): This is in prime time I think.

Mr. Macaluso: What is the difference between, say, a sum of \$50,000 and \$100,000? To me the sum of \$50,000 is a pretty large sum to be going around breaking a regulation voluntarily.

Miss LaMarsh: So it does not matter if you think \$50,000 would be sufficient prohibition, if the Committee thinks that, and the House thinks that.

The Chairman: Mr. Macaluso, perhaps we could avoid debating this point at the moment and get on with our questions. Have you finished?

Mr. Macaluso: Yes. I have the same answers that I received previously.

The Chairman: Mr. Johnston?

Mr. Johnston: Have our legal counsel and advisors any examples, from other areas, of comparable maximum fines? As members we receive, almost daily notices, of shipping companies having been fined for releasing oil within coastal waters, and they always strike me as being ridiculously small, such as \$500 or \$1,500. I suspect that very often it is cheaper just to dump the oil and pay the fine than to carry out whatever might be required. Is there a maximum fine there?

I believe that in the case of the Combines Investigation Act the old maximum fine of what I think was \$10,000 has been removed, and we have just completed a case in British Columbia where ten companies were fined. I do not know all of the fines involved, but the highest there, for an offence that had been carried on for something like 20 years, was a fine of \$18,000 which works out at \$900 a year. This again, possibly would simply amount to a licence to carry on the practice that resulted in the fine. Looking at this sum,

it appears to me that it may be unduly excessive in comparison with what exists in other branches of industry.

The Chairman: Do you have some comment on that, Miss LaMarsh?

Miss LaMarsh: I have discussed with the CAB, who raised objection to the sum, the possibility that since we are particularly concerned about commercialism there might be a fine in the nature of \$10,000 or \$25,000, plus two, three, five, or ten times the amount of any extra income earned as a result of the offence. This would particularly point to the fact that it is about that kind of commercialism that we are concerned.

The Chairman: Would you like Mr. Gibson to try to answer Mr. Johnston's question about other statutes?

Mr. Gibson: Mr. Chairman, I am not aware of any other federal statute that has a maximum fine as large as this. This may be a reflection, as a matter of fact, that other maximum fines are too low. I do not know.

Mr. Mather: Mr. Chairman, on this point about the amount of the fine, I wonder whether we should not consider that the very large amount involved of up to \$100,000 might conceivably retard the people who are in charge in bringing the offence to light and in laying the charge. Might they not hesitate, with the possibility of the fine being so very large, to bring such an action? I liked the Minister's suggestion that some consideration might be given to a different set up of fines which would, I think, have the effect of being quite compelling in keeping people within the law but which would also free the authorities from any qualms about bringing such an action, in line with the \$100,000 figure.

The Chairman: If there is any suggestion for amendment of this clause, would the member make an attempt at drafting and submit it to the table so that it can be considered by the legal adviser?

Mr. Macaluso: It does not have to be given today, does it, Mr. Chairman? These amendments can be mailed in.

The Chairman: The sooner they come in, the sooner they can be considered.

Mr. Macaluso: Will Monday be all right? I have to give it some legal thought.

The Chairman: Are there any further questions on this?

Mr. Cowan: Mr. Chairman, the Minister in answer to Mr. Macaluso, she asked Mr. Macaluso if he knew of any Canadian broadcaster that was in the habit of breaking the law in the manner outlined, and I just want to ask the Minister—do you think Jack Kent Cooke's brother learned to breach the broadcasting laws of the United States only after he crossed the border? I get nothing but questioned over this.

Mr. McCleave: Mr. Chairman, my first question on clause 47 is this. Has there been any experience in the past that a five-year budget could have been drawn up by the CBC that would have stood up?

Miss LaMarsh: I will have to ask Mr. Steele to try to answer that.

Mr. Steele: I will have to ask, Mr. McCleave, whether you wish to discuss the capital budget or the operating budget; or is your comment on both of these?

Mr. McCleave: Well, all right. Perhaps you could break them down in your answer, Mr. Steele.

Mr. Steele: It is difficult to answer that kind of question, which is a comment really, on what is in here because this is a new regime and we have had no requirement placed on the CBC that they do other than submit annually their operating requirements and their capital requirements. And Parliament has been voting funds annually for the CBC.

When this was put into the Bill, it was clearly in the context of the expectation that Parliament would also be asked to consider some longer term financing arrangements for the CBC. In looking at whatever Parliament might approve as a time span for the financing of the CBC, and five years was the suggestion, we drafted a section dealing with the capital and operating budgets which would be consistent with a financial formula which would run for that period. However, it is important to distinguish in this draft between capital program and operating budget because all that is required here, as far as the capital is concerned, is to produce

an outline of their capital intentions which would be consistent with their operating budget. They are not required to submit this capital program for ultimate tabling in Parliament because we expect that Parliament will, under the conditions of the Financial Administration Act, require that there be an annual capital budget for the Corporation, but you do have to have a capital program produced which looks at the operating requirements for the Corporation.

• (10:30 a.m.)

When they come to the operating budget, it is here that a budget has to be prepared for the next five years, as five years is the financial formula that would be approved or recommended to Parliament by the Governor in Council, or that Parliament would have before it when it is examining the financial formula.

Mr. McCleave: My problem, Mr. Steele, in looking at this is that there is an area of rising costs and also a technological change that particularly affects this industry. I do not see in either circumstance that five-year plans really could be made.

Mr. Steele: This is a matter of judgment, I suppose, and I would not argue that the degrees of uncertainty are greater at the end of the period. But, in fact, they do make five-year plans now as do most large agencies. The departments of government are submitting five-year forecasts of their requirements to the Treasury Board, and you have to take into account where the uncertainties are likely to be, say, in the fourth and fifth year. You can really look pretty accurately at a three-year time span, but as far as growth and costs are concerned, this is rather easier than the other aspect you mentioned, technological changes and what is likely to happen to the state of the art. On cost changes, the trend information is pretty dependable.

Mr. McCleave: Would it not be better, then, if the three-year period is more exact, to try this sort of thing on three-year periods rather than on five-year periods?

Mr. Steele: Of course, this is a matter of judgment and I would not argue strongly against that. The idea of having something which goes beyond the annual review by

Parliament is what is needed, because the planning in this industry really is not geared to the kind of fiscal year annual review by Parliament. There is definitely a structural problem which inhibits the CBC's forward planning when they have to come to Parliament on the annual estimates' basis and not only that, the estimates which are based on the normal fiscal year, from the first of April to the end of March.

Mr. Berger: Am I right, Mr. Steele, in assuming that right now the Corporation does have to present a yearly capital budget?

Mr. Steele: Yes; the Financial Administration Act is quite clear on that; both capital and operating budgets are produced.

Mr. Brand: May I ask a supplementary question? Is it proposed here, then, that the Governor in Council will not be able to cut back on the current year's work, as they are doing at the moment? Will they be completely independent as far as their capital budget is concerned for this length of time?

Mr. Steele: I would not say that. I think this, again, would depend on the recommendations which should be brought before Parliament for consideration. But I would expect that Parliament and the government would take a different view of the capital requirements when they review the operating budget. But what you say about the operating side would be quite true. In other words, a five-year operating budget would be approved, or a three-year or whatever it turns out to be, and you would approve a formula for the financing requirements based on that budget. They would then be free from intervention, other than annual reporting to Parliament on the execution of the program.

Mr. Brand: You said that would apply just to the operating budget?

Mr. Steele: One thinks in the case of the capital budget, because of the requirement that there be annual approval of the capital program, that Parliament would have some chance to review these and the government, in fact, would want to take a look at the actual capital program on a year by year basis.

Mr. Cowan: You said that you think they will have an opportunity of looking at it, but when they introduce it three minutes before

the guillotine falls, that is the opportunity we have to look at it, you know, sir. I have had three years' experience on that.

Mr. Prittie: Mr. Chairman, I do not think this part about the capital budget is so different from what is going to apply in other departments of the government in the future. For example, I believe that the Department of Public Works is now planning for more than one year ahead and for several years ahead on some of their projects; but any one project could be chopped in a given year if circumstances make it necessary.

Miss LaMarsh: I am sure that private broadcasters do not plan for only one year. In any kind of undertaking like this, particularly one that has programming implications that go from year to year, they must be able to plan for a longer period than one calendar year, or one fiscal year.

Mr. Macaluso: Is there no control by Parliament on their spending during that five-year period?

Mr. Steele: On the operating side, you mean? I made the distinction between the capital and operating, but it is clearly on the operating side that it is intended that Parliament will have a chance to debate on five-year intervals or three-year intervals or whatever time span is approved.

Mr. Macaluso: It says five-year intervals. If it is a five-year program, it is five-year intervals. What happens then? In other words, during that five-year period you cannot bring up anything financial?

Mr. Steele: Oh, yes; there will be an annual reporting to Parliament.

Mr. Macaluso: Parliament can debate it but can anything be cut from it?

Mr. Steele: No.

Mr. Macaluso: That is all I wanted to know.

The Chairman: What is the purpose of the change?

Mr. Macaluso: I would rather have the control than the unrestricted five years.

Mr. Cowan: Do I ask the Minister or the technical advisers, because I am always told it is the other one I should ask, so I will ask

the four of them. Do they believe Parliament should meet annually? And if so why?

The Chairman: I do not think that is a matter of conviction; it is a matter of law.

Mr. Cowan: Well, why? If they are going to vote funds for five year intervals, there is no need of Parliament meeting annually. Why cannot we meet once every five years? I would like to ask the Minister...

Miss LaMarsh: It might be a very popular view in the country; I do not know.

Mr. Cowan: I do not know about the country, but I know it would be in the case of the Cabinet—very popular with the Cabinet. I do not think the country would go for it either.

I would like to ask the Minister if she agrees or not with the requirement that the army act had to be passed once every year. Why not give the army five years free rein, a mutiny bill or whatever you want to call it, based on British parliamentary practice. Their Parliament has to meet once a year to vote the taxpayers' taxes. Would the taxpayer be allowed to pay five years taxes in advance under this section? I am sure they would relish the opportunity of letting you have the money for five years so they would not have to pay it annually; they have to earn it annually.

Mr. Prittie: The British practice gives the BBC more than one year at a time.

The Chairman: What do they do in Alsace-Lorraine?

Miss LaMarsh: The BBC does not...

Mr. Cowan: French only; no German allowed. There is no bilingualism there; not since 1945. From 1940 to 1945 it was German only; no French.

Miss LaMarsh: Mr. Cowan, you argue with such wit and delicacy that I am left speechless.

Mr. Cowan: I do not think there is any answer, my friend, with regard to this suggested five year vote of funds. It should be done annually. This is the basic bedrock of democratic government and this Cabinet wants to kick it in the teeth.

Miss LaMarsh: Well I think you should realize that the suggestion comes from the Fowler Committee and every group that has made...

Mr. Cowan: That makes it sacred or holy; which?

Miss LaMarsh: Every investigation there has been in the past several years has resulted in the same recommendation—a five year budget—and there was no editorial attack on this subject in any newspaper that I have seen since the Fowler report to this date. This is up to Parliament and if Parliament decides to give them this budget to see whether they can control their own expenditures within a three or five-year period that is Parliament's right to do.

Mr. Cowan: Well if the Third Reading...

Miss LaMarsh: They can do everything but make a man a woman.

Mr. Cowan: ...goes through the way the Second Reading did with the act being laid on our desks and, vote for it or the government will fall, and that is a fate worse than death. It is a great discussion we have on sections like 47. The bedrock principle of democracy is that people control the taxes that are imposed upon them and it is done annually. Parliament is supposed to meet annually. It is a requirement of the army act or the mutiny act that it can only extend for one year; that forces Parliament to meet annually or you can have mutiny. Now this Cabinet is asking us, and they have got second reading for this Bill which says we will vote them funds in five year grabs, and I am using the word "grab" with choice.

The Chairman: Do you have any more questions on this clause, Mr. Cowan?

Mr. Cowan: I have asked the Minister if she believes that Parliament should meet annually.

The Chairman: I think she...

Mr. Cowan: She said she was speechless, I think.

The Chairman: She has said that you left her speechless.

Mr. Cowan: Well, that is quite an answer.

Mr. Brand: Mr. Chairman, I have a question with regard to clause 47. I understand as a result of the evidence we have had that the present president of the CBC felt this was very necessary for proper planning.

Miss LaMarsh: I would not let that stand in my way of making a decision.

Mr. Brand: I suspected that, but since apparently one of the biggest problems to date with the CBC has been management, and managing a very large corporation, are there any large corporations in the country that carry out their budgets in a manner similar to that we are proposing under clause 47? In other words, can any of the witnesses before the Committee tell us if they know of any large Canadian or American corporations that allow budgets, either operating or capital, to go for five years without review yearly by the shareholders in these particular companies?

Mr. Steele: You are talking about the whole range of corporate structure?

Mr. Brand: I am indeed, yes; the large corporations.

• (10:40 a.m.)

Mr. Steele: I think you will find that in most large corporations today certainly there is a forward approval given to the operating objectives of the corporation. The means by which you review this is, of course, at the annual meetings; the annual report of the stewards to the shareholders.

Mr. Brand: What I am trying to establish is that it is good business practice to review yearly the budgets of these particular corporations, and yet here we are suggesting for a very large corporation...

Mr. Steele: The accounts; the way in which they have carried out the intentions from the previous year. This is what the shareholders normally do.

Mr. Brand: Yes, but are we going to be able to do that here?

The Chairman: Mr. Brand, that sounds like a physician's concept of good management to me.

Mr. Brand: You are entitled to your opinion, Mr. Chairman, but nevertheless I was asking for information. I was not expressing an opinion.

The Chairman: Unless you were suggesting that it was good management only to approve expenditures one year at a time. I

think most modern managers of large corporations would dispute that. The difference here, of course, with a public corporation is that money has to be granted to the corporation. In a private business they perpetuate themselves by making a profit.

Mr. Brand: But I did ask, and I thought I had made myself clear, whether or not this was good corporate practice as practised in other large corporations in the country. That is the question I asked. Are we proposing something that is considered good corporate practice now among corporations?

Miss LaMarsh: I know a little about some of the large corporations in my constituency, and I know that certainly on the capital side the planning is forward. I have seen projections for capital expansion going beyond seven years. I am not sure about budgets. You see, the BBC does not have a grant from Parliament; it has the licence fees. And its projection is, in a sense, a formula, so many dollars per television receiver. It is able to project thus for any number of years on the basis of what is to it a guaranteed income. So they are able to do their planning in a much better way than we are.

Now, if Parliament decides to make this a three or five-year projection, it is expected the Finance Department will have a formula that will be put before Parliament; so many dollars per person in Canada; so many dollars per television household; a percentage attached to wages or something similar to the formula in the Canada Pension Plan.

So in a sense the amount of money which will be received will be there and will be obvious in the future. If it is five dollars a head and you have 20 million people, then you know how much money you have to spend. If the birth rate shoots up sharply, then you know that in five years on the projection you are going to have five dollars times 21 million people, so there is some kind of certainty once you have this laid down. That would mean that at the end of five years you would look at it and say, well, has this restricted the corporation improperly in its development over that five-year period? Do you need to make it six dollars a head? Or have they had so much money that it has appeared they have had to run around and look for ways to spend it, in which case you can reduce it to four dollars a head. The

formula will give them a certain amount of certainty, even if it is for a year, but it is very difficult for Parliament to say at the end of a year that that formula was the right one.

Mr. Brand: Clause 48, which comes right after it, says:

The Corporation shall, within three months after the termination of its financial year, submit...

a report to Parliament. I must be a little confused with what Mr. Steel said. He said we would not be able to review the operating...

Miss LaMarsh: But this report will come in and it will say we had so many dollars and this is what we did with it.

Mr. Macaluso: That is all it will say.

Miss LaMarsh: You will have the information.

Mr. Brand: But that is all.

Mr. Macaluso: You will have to hold onto the annual reports for five years.

Miss LaMarsh: If it showed, for instance, that management was being wildly improvident, in other words that they had five dollars a head, \$100 million to spend that year, and in fact they had gone out and spent \$150 million...

Mr. Cowan: Oh, they would never do that.

Miss LaMarsh: ...and propagated themselves so that obviously the five-year money was not going to last them five years, there is no reason that Parliament could not revoke this at that point. Parliament can do as it chooses. If they had gone off like a lot of drunken sailors certainly I would think the Minister responsible or Parliament itself would say: We cannot afford to leave them there for five years, there will not be any money left in the country.

Mr. Brand: That is just the point I wanted to make sure of, that there is still a measure of Parliamentary control.

Miss LaMarsh: This is Parliament's role and you cannot do away with that by an Act.

Mr. Prittie: Mr. Chairman there are two checks. The Auditor General will still report

to Parliament every year and will still appear before a Parliamentary committee and we have recommended in our Committee's Report that both the report of the radio commission and the CBC be referred to the Committee on Broadcasting each year. Now that is not in the Act of course and there is no guarantee of that but there will be the Auditor General's Report and, we hope, the annual reports of these two bodies, so there will be a check made each year.

Mr. Macaluso: Through you, Mr. Chairman, to the Minister: Does not the Broadcasting Act as it presently appears in the statutes require the CBC to have a five-year capital program?

Miss LaMarsh: I am told, yes.

Mr. Steele: In fact you have never debated the objectives of that program. It has never been tabled and the funds have been voted annually for the capital requirements.

Mr. Macaluso: But still there has been a yearly control by Parliament...

Mr. Steele: Oh yes, this is quite true.

Mr. Macaluso: ...under our present system.

Mr. Steele: Yes, the appropriation system.

Mr. Macaluso: Under this new system you are still retaining the five-year capital program so the present system has not inhibited them from planning their programming for five years?

Miss LaMarsh: Well, it is debatable. I am told this is the reason that expansion into outlying areas has not gone more quickly, and I do not know whether it will ever go quickly enough to satisfy all the people. They say: Well we do not have it; our five-year expansion will not permit us to do that for three years.

Mr. Macaluso: The Fowler Report says:

The Broadcasting Act, Section 35(2), also requires the CBC to submit a five-year capital program to the Governor in Council. These submissions are required in each fifth year, and the first was in 1959.

Nothing is changed by the new Act except you are losing the annual control of the funds.

Miss LaMarsh: No, it is the operating part.

Mr. Macaluso: The operating control of the funds.

Miss LaMarsh: No, no. There two things; one is the capital budget which is currently on a five-year basis, and this Act contemplates in clause 47(1) that this will continue; the other is the operating budget which is dealt with in clause 47(2), which has not heretofore been ...

Mr. Macaluso: Oh yes, an operating budget for five years. What has happened is that you are really giving them more laissez faire than they have at the present time—more operating budgets.

• (10:50 a.m.)

Mr. Steele: And more certainty as to their revenue expectations over this period.

Mr. Macaluso: On what basis was the five-year period picked. I note also in Fowler, if it comes from Fowler, that:

Fully commercial systems such as the United States networks regard three years as a proper planning period.

I would think the United States private networks are further advanced and better planned than the CBC at the present time. If three years is good enough for them why five for the CBC?

Mr. Steele: My only comment on that would be...

The Chairman: Ask Fowler, he recommended it.

Mr. Steele: I will be pleased to try and answer it because I was party to that too. In fact a fully commercial system can look only three years ahead really with any degree of certainty.

Mr. Macaluso: That is just my point.

Mr. Steele: However the CBC is not a fully commercial system.

Mr. Macaluso: Will it tend to become more fully commercial? There is nothing to stop it from becoming more commercial.

Mr. Steele: I think this is again something that the government would have to make recommendations to Parliament about, and which Parliament would have to debate when it looks at the formula.

Mr. Macaluso: I have my answer. Thank you, Mr. Steele. That is fine. Perhaps we should restrict the fines.

The Chairman: Clause 49?

Mr. Cowan: Mr. Chairman, through you to the Minister again, I did not get an answer to my question as to whether Parliament should meet once a year or not. Here is another one with a little less wit perhaps. We had a general election in this country in June of 1957. We had another general election in March of 1958 and we had a third general election in June of 1962; that is, we had three general elections in this country in a five-year period. If we grant the CBC operating funds—might I also point out that in other five-year periods—June of 1962 and then again in 1963 and then in 1965 we had three elections in a five-year period. If we grant the CBC operating funds on a five-year basis do you realize that there can be complete changes in government? For instance, from March 1958 to June of 1962 there was a government in power with the largest majority in the history of Canada yet the CBC could operate on a vote given to it in June of 1957 before that tremendous government of 208 people came into power. If this is not emasculating Parliament I do not know what it is. I wish you would explain to me if it is not emasculating the rights and powers of Parliament that a five-year budget could absolutely—the operator could thumb their nose at Parliament itself.

The Chairman: I think it should be pointed out that this clause 47 does not do those things. It simply provides for budgeting submitted. At this stage...

Mr. Cowan: I do not like your statement it does not do these things. I say it does and my opinion is worth as much as yours, Mr. Chairman.

The Chairman: I am suggesting that...

Mr. Cowan: That is much better.

The Chairman: I am suggesting that this legislation does not grant anything but simply requires a budget to be submitted. There will be some further legislation, I expect.

Miss LaMarsh: Oh, yes.

Mr. Cowan: I should sincerely hope so. This will not stand up.

The Chairman: I think, Mr. Cowan, you wanted to ask some further questions about clause 49, which would bear particularly on the definition of broadcasting as involving cable television, so do be sure to have the opportunity to get in your questions while the Minister is still with us. Do you have any on that clause?

Mr. Cowan: On which? I am speaking of clause 47 right now.

The Chairman: I have not detected any question on clause 47 in the last few minutes.

Mr. Cowan: Well I will ask the Minister then with what little wit I have and hope that she is not speechless: Does she not agree that a five-year budget given to the CBC every five years would emasculate the rights of Parliament as I outlined in that five-year period, June 1957, March 1958 and June of 1962...

Miss LaMarsh: Of course, I do not agree with you, Mr. Cowan. Parliament is always in control of its own fortunes and any time it chooses it can change this. Anything we do is not immutable beyond the session.

Mr. Cowan: Then why try and bind the next Parliament? If nothing we do is immutable beyond the session why try and bind the next five sessions?

Miss LaMarsh: You are not binding it. It can unbind itself if it chooses. It is thought it would be more appropriate and more efficient if...

Mr. Cowan: It is thought by whom, Fowler?

Miss LaMarsh: Well, obviously by the parliamentary committee which made that recommendation, by Fowler, by other studying bodies and by the government which puts forward this Bill for your consideration.

The Chairman: Do you have some questions on clause 49 now, Mr. Cowan, while the Minister is still here?

Mr. Cowan: Mr. Chairman, it is six minutes to eleven. The House goes in at eleven o'clock and I refuse to sit on the Committee when the House is in session. I have so many questions on CATV since we are not allowed to debate the subject that six minutes would hardly be an introduction.

The Chairman: I am sure the Committee would be glad to have your introduction at least.

Mr. Cowan: I am quite prepared to take the first six minutes.

The Chairman: If we try to limit ourselves to questions at this point then we will make the best use of the Minister's time while she is with us.

Mr. Cowan: I do not know that just questions and answers is the best use you can make of the Minister's time. I think we are entitled to her decisions and opinions on these matters.

The Chairman: I am sure we will get them but what we are trying to do now is get the answers to things that concern us.

Mr. Cowan: I would like to ask the Minister first of all why a broadcasting receiving set should be licensed. There is no licence on a receiving set in my home or in my summer cottage. Why should other people have to have licences in order to receive the same program?

Miss LaMarsh: Because a CATV undertaking which takes programs off the air is, of course, in direct competition with other broadcasters and it is quite clear that if they are not also brought under regulation the integrity of the whole system will be destroyed. It has already been demonstrated that CATV can, by bringing service into someone's home for a set fee, blanket out the local broadcasting system. It has been proven also that if you do not protect the integrity of the programs—it seems to be a phrase that disturbs you, Mr. Cowan.

Mr. Cowan: Yes, it does.

Miss LaMarsh: If you do not do that and permit the CATV operator to chop and make the air go to black and then put in his own local advertising, you are, in fact, making ridiculous the whole system we have built up of licensing and putting in stiff conditions for people who are running a broadcasting undertaking.

Mr. Cowan: Might I point out that it is not making the system ridiculous; it is only giving it some competition. Is there some law that says that the national broadcasting system shall have no competition?

Miss LaMarsh: No. We believe the airways are important. We believe there are things that they can do and ought to do in the country and, therefore, licensed radio for more than 35 years and television, of course, for a shorter period. If we believe in the conditions and the system in which we have courage to grow up, then I think we have to look at anything which is in the nature of being harmful to us.

When you consider—perhaps you will let me finish the statement—the investment there is, public and private, in a broadcasting operation; when you consider that one of our goals is to use Canadian talent on air and you realize that an operator, by setting up his receiver and sending it in the homes can completely blanket out those local operations, I think you will appreciate this is the reason why we believe CATV should be regulated.

Mr. Cowan: Madame Minister, I appreciate the fact that with CATV you can blanket out many local stations. I do not consider that harmful. I do not consider that bad, in any way. But I wanted to ask you; is there some law which says that television stations must be profitable and the government shall take every step to see that television stations are profitable?

Miss LaMarsh: No.

Mr. Cowan: What are all these references? You yourself, in speaking in *Hansard* on November 1, in the House, introducing this Bill on page 3749, in the lower right hand corner, talking about CATV, you go so far as to say:

Provision is made for the exemption of certain classes of community antenna from the licensing requirements, for example, the rooftop antenna on an apartment block, but in general the commission, when considering an application for a licence for one of these systems...

Note this

...will have to take the whole local situation into account, including the interests of the local broadcasters.

Why do you have to include the interest of the local broadcaster with regard to the presence of a CATV system? Did you ask the local newspaper publisher if his advertising revenues would be hurt any if a TV station

opened up where he has been publishing a paper for say 30, 40 or 50 years?

Miss LaMarsh: Yes, but...

Mr. Cowan: Why do you ask the TV station?

Miss LaMarsh: You are well aware that there is no authority, no reason to regulate newspapers. We regulate broadcasting because...

Mr. Cowan: I think there is reason but no authority.

Miss LaMarsh: ... of the scarcity of it and because it is a national resource. And if the regulatory body has seen fit to give a licence in an area which can support it financially—because it is one of the things that currently the BBG looks into and the CRC will have to look into—and they make this tremendous investment and are giving the service according to the conditions of licence they can be wiped out by a CATV application which comes along later without any regulation, which simply blankets them out in the local area, the area in which their advertisers are paying them to be distributed.

Mr. Cowan: You do not believe in free competition then?

• (11:00 a.m.)

The Chairman: It is now eleven o'clock, Mr. Cowan and I think we will have to adjourn. Mr. Prittie?

Mr. Prittie: Did we determine whether we need the Minister and her staff back again for further questioning? As far as I am concerned we do not. I do not know what other members think.

Mr. Cowan: As far as I am concerned we do. This is my opinion.

The Chairman: Perhaps the Steering Committee could meet today and make a recommendation for Tuesday. It may be that the Steering Committee will suggest that we go into consideration of the Bill in camera starting Tuesday morning.

Mr. Cowan: Nothing like rushing it.

The Chairman: The Minister, I think, is entitled to be here during our in camera discussions and she would still be available for questions as we proceed with the wording of the clauses.

Miss LaMarsh: Mr. Chairman, if you do that would you like to have Mr. Gibson attend on you during your deliberations?

The Chairman: I am sure the Committee will want to have all the advice that the Minister wishes to bring with her.

Miss LaMarsh: I mean, if you have any drafting?

The Chairman: I think Mr. Steele should be available and perhaps the advisers from the Department of Justice, at least.

Miss LaMarsh: It was Mr. Gibson I was wondering about. Whether you wanted him for drafting.

The Chairman: We will adjourn until Tuesday morning...

Mr. Prud'homme: At 9:30?

The Chairman: ...at 9:30 and at that time it will be determined how we proceed.

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The Clerk of the House.

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament

1967

STANDING COMMITTEE

ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 6

TUESDAY, NOVEMBER 28, 1967

Respecting Bill C-163,

An Act to implement a broadcasting policy for Canada,
to amend the Radio Act in consequence thereof and to
enact other consequential and related provisions.

APPEARING:

The Honourable Judy LaMarsh, Secretary of State.

WITNESSES:

Mr. G. G. E. Steele, Under Secretary of State; and Mr. Fred Gibson,
Senior Advisory Counsel, Department of Justice.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

STANDING COMMITTEE ON BROADCASTING, FILMS,
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Béchard,
Mr. Brand,
Mr. Cowan,
Mr. Davis,
Mr. Fairweather,
Mr. Goyer,
Mr. Jamieson,
Mr. Johnston,

Mr. Laflamme,
Mr. MacDonald
 (*Prince*),
Mr. Mather,
Mr. McCleave,
Mr. Munro,
Mr. Nowlan,
Mr. Nugent,

Mr. Prittie,
Mr. Prud'homme,
Mr. Régimbal,
Mr. Richard,
Mr. Sherman,
Mr. Simard,
Mr. Stafford—(24).

M. Slack,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

TUESDAY, November 28, 1967.

(10)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 9.55 a.m. The Vice-Chairman, Mr. Jean Berger, presided.

Members present: Messrs. Béchard, Berger, Cowan, Davis, Goyer, Jamieson, Laflamme, MacDonald (*Prince*), Mather, McCleave, Munro, Prittie, Prud'homme—(13).

In attendance: The Honourable Judy LaMarsh, Secretary of State; Mr. G. G. E. Steele, Under Secretary of State; and Mr. Fred Gibson, Senior Advisory Counsel, Department of Justice.

The Vice-Chairman read the recommendation of the Subcommittee on Agenda and Procedure that further clause-by-clause consideration of Bill C-163 be *in camera*. After discussion it was agreed to defer consideration of this recommendation.

The Committee resumed consideration of Bill C-163 and the Minister was examined on Clause 49.

The Committee then agreed to the recommendation of the steering subcommittee to consider Bill C-163 *in camera*.

The Vice-Chairman thanked the Minister and her officials, and the Minister retired.

At 10.45 a.m. the Committee met *in camera*, and the Committee proceeded to detailed clause-by-clause consideration of Bill C-163, with Mr. Steele being examined and supplying additional information.

Clause 1 was carried.

Clause 2(a) was carried.

Moved by Mr. Béchard, seconded by Mr. Laflamme, and

Resolved, that on paragraph (b) of Clause 2, in line 13, the word "preserve" be struck out and substituted therefor the words "safeguard, enrich".

Clause 2(b) as amended, was carried.

Clauses 2(c), 2(d) (See Motion below), 2(e) and 2(g) were allowed to stand.

Moved by Mr. Prittie, seconded by Mr. Mather,

That on paragraph (d) of Clause 2, in line 3, after the word "comprehensive", add a comma and immediately thereafter the words, "should contribute to Canadian unity".

Motion was allowed to stand.

At 12.00 noon, the Committee adjourned until 3.30 p.m. this afternoon.

AFTERNOON SITTING

(11)

The Committee resumed at 4.25 p.m., *in camera*. The Vice-Chairman, Mr. Jean Berger, presided.

Members present: Messrs. Béchar, Berger, Davis, Goyer, Jamieson, Johnston, MacDonald (*Prince*), Munro, Prittie, Prud'homme, Sherman, Stafford—(12).

In attendance: (Same as morning sitting with the exception of Miss La-Marsh).

The Committee resumed clause-by-clause consideration of Bill C-163 and Mr. Steele was further examined, assisted by Mr. Gibson.

Moved by Mr. Béchar, seconded by Mr. Jamieson,

Resolved, that on paragraph (f) of clause 2, in lines 12 and 13, the words, "under the management of" be struck out and substituted therefor the word "through".

Clause 2(f) as amended was carried.

Paragraphs 2(g) and 2(h) were allowed to stand.

Moved by Mr. Jamieson, seconded by Mr. Prittie,

Resolved, that 35 copies in English and 15 copies in French of the report on the Newfoundland Educational Television Conference (1966) be obtained from the Queen's Printer for distribution to members of the Committee.

Paragraphs 2(i) and 2(j) were carried.

The consideration of Bill C-163 still continuing, at 5.40 p.m. the Committee adjourned until 9.30 a.m. on Thursday, November 30.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, November 28, 1967

The Vice-Chairman: Gentlemen, we have a quorum. This morning I have the following recommendation from the subcommittee on Agenda and Procedure:

Your subcommittee on Agenda and Procedure recommends to the main Committee that further clause by clause consideration of Bill C-163 be *in camera*.

Is it agreed? All those in favour?

Mr. Cowan: Is there no time on that recommendation as to when it starts?

The Vice-Chairman: No. Is it agreed?

Some hon. Members: Agreed.

The Vice-Chairman: Since it has been agreed to make this study *in camera*, I would ask everyone who is not concerned to leave the room.

Mr. Cowan: Wait a minute. Are you talking about this last clause in the Bill or are you talking about when we start to go down through the clauses one by one, beginning at the start? I want to talk about clause 49 in Part IV.

Mr. Prittie: Mr. Chairman, I think the point we have to settle and the one that Mr. Cowan may have in mind is whether we wish to do any more questioning of the Minister in public, and, if so, whether that should be finished before we begin the clause by clause study. I believed the other day that we had finished with the Minister but all members may not agree.

Mr. Jamieson: If Mr. Cowan wants to ask some questions on CATV, could we not do that and then go into camera on the clause by clause study?

The Vice-Chairman: Is it agreeable to all members that we proceed as Mr. Prittie and Mr. Jamieson suggested, that we allow questions on clause 49 and then go *in camera*?

Some hon. Members: Agreed.

The Vice-Chairman: I would ask the Minister and her advisers to come to the table.

As Mr. Cowan was questioning when the last meeting adjourned, I ask him to commence questioning today.

Mr. Cowan: Mr. Chairman, at page 155 of last Friday's Minutes of Proceedings and Evidence of the Broadcasting, Films and Assistance to the Arts Committee, I asked the Minister the following question:

Is there some law that says that the national broadcasting system shall have no competition?

I just repeat that question to her again.

The Vice-Chairman: Is this on page 155, Mr. Cowan?

Mr. Cowan: Yes, at the top right-hand corner.

Miss LaMarsh: What about the question and answer, Mr. Cowan?

Mr. Cowan: I said:

Is there some law that says that the national broadcasting system shall have no competition?

Miss LaMarsh: Well, I answered that on page 155.

Mr. Cowan: Yes, in your answer of Friday morning.

Miss LaMarsh: Yes.

Mr. Cowan: Well I just wanted to ask this question. I am quoting now from your speech of November 1 in the House of Commons, page 3749 of *Hansard*.

I should also mention that the legislation...

speaking of the Broadcasting Bill—
...indicates that community antenna television systems will also be subject to licensing by the Commission...
who...

will have to take the whole... situation into account, including the interests of the local broadcasters.

Why does anyone have to consider the interests of the local broadcasters when a CATV application is submitted to the Department of Transport?

• (10:00 a.m.)

Miss LaMarsh: Because they are already there under licence with certain conditions imposed on them, obviously, and if another enterprise which can adversely affect them comes along later I would expect that the Board would take that into consideration.

Mr. Cowan: We do not live in a competitive society any longer then? Why can they not compete even with a licensed television station?

Miss LaMarsh: Because of the fact that licences are issued.

Mr. Cowan: Well did you ask the local newspaper publishers and the local magazine publishers what they thought of you licensing a TV station?

Miss LaMarsh: There are no licences issued to those people.

Mr. Cowan: That makes no difference to my argument. Why should a licensed TV station be asked whether or not they want a CATV station licensed by the Department of Transport?

Miss LaMarsh: I do not think anyone suggested that that would be the course.

Mr. Cowan: Well, you say "including the interests of the local broadcasters."

Miss LaMarsh: That is right. It all is to be taken into consideration by the Board.

Mr. Cowan: But why?

Miss LaMarsh: There is no suggestion that the local broadcaster would be asked what he thought about the CATV, and I think this is what your question was.

Mr. Cowan: You said in your speech:

I should also mention that the legislation indicates that community antenna television systems will also be subject to licensing by the Commission.

who . . .

. . . will have to take the whole . . . situation into account, including the interests of the local broadcasters.

If I buy another television set to receive a signal into my home do you consult the local broadcasters to ascertain whether or not this is all right?

Miss LaMarsh: There is no suggestion of consulting local broadcasters in any of that speech.

Mr. Cowan: Well, what does the English language mean? It says "including the interests of the local broadcasters."

Miss LaMarsh: It certainly does not mean that the Board would consult with them.

Mr. Cowan: Who "will have to take the whole local situation into account, including the interests of the local broadcasters." Those are the words you used.

Miss LaMarsh: That is right.

Mr. Cowan: In the Fowler Report by "Saint" Robert you will read on page 253:

There are, however, many single-channel areas where regulatory policy . . .

He uses the word "policy".

. . . to nourish or support that licensee has been negated by the sudden intrusion of a number of new signals which dilute the audience and damage commercial support.

My only question there is, so what? Is there some government policy which says that where there is a single channel area there must be no competition to that single channel area?

Miss LaMarsh: No, but obviously the Board is not going to license a second channel where both would starve to death, and it only entertains applications where it is satisfied that there is a sufficiently large market to sustain multiple channels.

Mr. Cowan: The government is going to guarantee a profit to the established stations then?

Miss LaMarsh: No, but it is considered to be of no particular benefit to the public to have somebody make a big investment, go on the air, and go bankrupt very shortly afterwards.

Mr. Cowan: Did the government do anything to stop Prudential Finance going bankrupt?

Some hon. Members: Oh, oh.

Miss LaMarsh: I do not know. It is certainly not within my portfolio.

Mr. Cowan: This government, in my opinion, has no right to be worrying about the profitability or the possible bankruptcy of individual licensees in the TV field if they are going to stop competitors from coming in, and CATV is a competitor.

Miss LaMarsh: Well, Mr. Cowan, I think most of your objection arises from the fact that you are equating the position of CATV and private telecasters with the position of newspapers and they are just not the same. You are trying to marry a horse and a cow. You are talking about apples and oranges. It is not the same thing at all.

Mr. Cowan: I thank you for the lesson. I am just trying to point out that freedom of thought and freedom of expression is being impinged by this action of the government in suggesting that CATV stations shall be licensed by the BBG because they compete with established licensees. In the newspaper or the magazine world we have to compete with every kind of publisher that comes forward advancing different ideas than the one already established and simply because there is a licensed TV station in the area is not reason for saying there shall be no competition to bring in new ideas. There is a great, great similarity between the two.

Miss LaMarsh: Yes, I think I understand your point of view.

Mr. Cowan: Well, after what you said to me just now I am glad your understand it now.

Miss LaMarsh: I did not say I agreed with it. I understand it.

Mr. Cowan: That might be. I think so much of you that if you understand it I am sure you agree with me.

Then we have Saint Robert Fowler on page 253 of his report:

...it is a matter of concern to us that the viability of the national network system could be disrupted if unrestrained or unregulated growth of CATV systems is allowed to continue.

When he talks about the viability of the national network, it is as if he is reading:

... the financial prosperity of the national network system could be disrupted if unrestrained or unregulated growth of CATV systems is allowed to continue.

Miss LaMarsh: I do not answer for Mr. Fowler, but since I agree with the passage you have read, I might adopt it as my own language and say that it is not the profits he is concerned about; it is the very existence of it.

Mr. Cowan: The very existence of what?

Miss LaMarsh: Of an already licensed station.

Mr. Cowan: On page 230 of the report, he has some interesting comments on that very score. We have been told by a number of speeches and statements and so on that it is necessary to maintain the viability of the national network because it is going to contribute so much to the unification of Canada and the upbuilding of the nation and we are all going to be much greater and finer people than we ever have been before television came in. Mr. Fowler on page 230 of his report, in talking about private television stations, says:

... and do little to further the development of a Canadian consciousness.

He goes on, speaking about the private stations:

Much the same can be said of private radio stations; they are essentially local in their programming approach and do not share in, or greatly contribute to, the national purposes of the Canadian broadcasting system. Neither in television nor in radio do the private broadcasters make an adequate contribution to the development and support of Canadian artistic and creative talent.

Therefore, after Mr. Fowler says that they do not make an adequate contribution to the development and support of Canadian artistic and creative talent, we are going to keep competition away from them in the form of CATV receiving sets so that they can keep on going their own way?

Mr. Laflamme: Mr. Chairman, I want to raise a point of order. I just would like to know if Mr. Cowan, who is a member of this Committee, is going to have an examination for discovery of the Minister right now? If he wants to enter into a dispute or argument with her, I do not believe that we will make much progress. If Mr. Cowan wants to put in an amendment to the Bill we are discussing, it is up to him, but if we are going to review the whole matter of the Fowler Report and

then wait until he finishes his argument, I do not think we will make any more progress than we are making right now.

The Vice-Chairman: Mr. Laflamme, I was just on the verge of asking Mr. Cowan if he could please cut down on his speeches and please ask questions. The Committee could then go ahead with its work.

Mr. Cowan: We are discussing clause 49 of Bill C-163. I am quite interested to have you tell me how I should conduct my examination of it. I thought the Committee was appointed to examine these clauses of the Bill? Maybe I am wrong.

The Vice-Chairman: I think it is the wish of all the members of the Committee that we should go ahead and not stop to make speeches and read all sorts of things.

Mr. Cowan: I have asked a question each time I have spoken.

Then, we have in the Fowler Report, again—the Fowler Report has been referred to many time in the Committee sessions here:

... there is growing recognition of the need to examine the effect of CATV on stations in thin market areas, whose ability to conform to the Canadian content regulations is being jeopardized by this new competition.

That is Fowler on page 254.

Is the government objecting to the free play of the market place in competition in this radio and broadcasting world, Madam Minister?

Miss LaMarsh: In so far as the airways are a limited asset which belongs to the people therefore, since the beginning of broadcasting which is about 25 or 30 years ago, the Canadian Parliament has decided it should be regulated and outlets should be licensed. Yes, it is true that when a licence is given, a regulatory body looks at the applicant to see whether or not it is viable economically and it is the responsibility of the board to make sure that other licences are not granted which will destroy the viability of the initial licensing.

● (10:10 a.m.)

I have said that at least four times this morning, Mr. Cowan. I said that I do not agree with you when you analogize—or tend to—to the free, unregulated and unlicensed newspaper business. It is perfectly true that

both are means of communication as is the fact that I am sitting here talking to you. Nobody licenses me, either, when I am talking to you. The fact that they are means of communication does not make them the same kinds of elements in our system of communication in the country.

Mr. Jamieson: Would Mr. Cowan permit a supplementary question?

Mr. Cowan: I would like to carry on. There will be enough interruptions as it is and there have been enough interruptions in the past. I would like to carry on, Mr. Chairman.

Madam Minister, when the TV station was licensed in Timmins, Ontario, and placed in a position to seek advertising revenue all around the country, were any consultations held with the local newspaper publisher there as to how it might affect the viability of the publishing industry in Timmins?

Miss LaMarsh: Mr. Chairman, I could go on answering like this but they are all rhetorical questions.

Mr. Cowan: It is not rhetorical. I happen to know the local publisher was not consulted in any manner, shape or form.

Miss LaMarsh: I should not imagine there would be any reason why he would be.

Mr. Cowan: Then why should the TV station be asked when a CATV application comes before the Department of Transport?

Mr. Mather: Mr. Chairman, on a point of order.

The Vice-Chairman: Mr. Mather on a point of order.

Mr. Mather: The point of order is that Mr. Cowan has asked a series of questions. The Minister has given him answers. He may not be satisfied with the answers, but I think that unless he has different questions to ask or an amendment to propose, he should not take up too much of the time of this Committee. I would suggest that you ask Mr. Cowan to ask new questions or move an amendment so we can move ahead.

The Vice-Chairman: I was under the impression that Mr. Cowan was ready to move an amendment so we can clear up this matter. I think that the Minister's answers were abundantly clear and, personally, I do

not see any reasons to continue this conversation. I do not see what newspapers have to do with clause 49. I would ask the co-operation of Mr. Cowan to help this Committee to get some work done. I am asking you very amicably.

Mr. Cowan: Madam Minister, we have been talking quite a bit about alternative programs being made available to the viewers in certain parts of Canada. What is the objection of the Cabinet to having the alternative programs made available through CATV?

Miss LaMarsh: None.

Mr. Cowan: Well, I have the annual report of the Board of Broadcast Governors dated March 31, 1967, here. It points out on page 14:

...the Board continued to advise the Minister on the possible impact of CATV applications on existing broadcasting stations or on the provision of alternative service.

It goes on:

In the fiscal year ended March 31, 1967, the Minister referred 91 CATV applications to the Board. The number included applications for new licenses, extensions of existing systems, and changes in the channels carried. The Board found that 84 of them, in its judgement, would not make the operation of existing television stations uneconomical or inhibit the provision of alternative service.

Reading the other side of the coin, then, the Board evidently found that seven would make the operation of existing television stations uneconomical or inhibit the provision of alternative service, yet those seven CATV applications would have given alternative service.

Miss LaMarsh: You ask me what objection or otherwise the Cabinet might have?

Mr. Cowan: Yes.

Miss LaMarsh: The reference you have made is to the BBG?

Mr. Cowan: They have advised the Minister "informally". You see, the BBG cannot make a "formal" recommendation. We stopped that about two years ago. So Mr. Pickersgill decided to make "informal" requests of the BBG, you see, so I cannot

refer to a "formal" recommendation of the BBG. This was quite "informal". So I was asking about the Cabinet because they make their "informal" recommendations to the Minister. That is why I had to ask about the Cabinet.

Miss LaMarsh: I think you are getting a little confused between the Minister of Transport, the Secretary of State, the BBG and the Cabinet and their various responsibilities.

Mr. Cowan: I am quite well aware who they are and I have a much higher regard for the present Secretary of State than for the former Minister of Transport, I can tell you that; I do not confuse them in the slightest. They are miles apart.

You said just now that the Cabinet had no objection to alternative service coming through the CATV, but you cannot tell me why these seven applications were turned down by the Minister.

Miss LaMarsh: I do not know anything about them. They were technically approved, obviously, by the Transport Department and thus forwarded to the BBG. The BBG did not recommend them; that recommendation does not come to me, so I have no knowledge at all aside from what you have just told me.

The Vice-Chairman: Could you explain, Mr. Cowan, the connection between what you are discussing now and clause 49? We seem to have trouble here.

Mr. Cowan: As I said before, I asked the Secretary of State, in whom I have great confidence, some time ago, what section of Bill C-163 affected CATV, and she was kind enough to tell me quite definitely that it was Part IV, "Consequential and Related Amendments". I am discussing clause 49, 2(1)(a):

"broadcasting means any *radiocommunication in which the transmissions are intended for direct reception...*

And in (b):

"broadcasting undertaking" includes a broadcasting transmitting undertaking, a broadcasting receiving undertaking...

I am trying to ascertain from the Minister why a broadcasting receiving undertaking is looked upon with disfavour, as it must be, or this Bill would not have been prepared in this manner.

Miss LaMarsh: It is not looked upon with disfavour. If you are going to set up a

regulatory system—and I stress the “if” because that has been the feeling of Parliament, as I say, for more than 25 years—then you are going to have to regulate things which unregulated could destroy the system. That is why the CATV is included. Now, if you believe, or if anyone else believes, Mr. Cowan, that it should be unregulated; that the system should be left completely to demand and supply; if you believe that there is no point in having Canadian content; that there is really no point in having Canadian radio and television at all; that it is quite enough, unfettered, to let CATV come in with nothing but American stations, then you do not believe in public broadcasting.

I happen to believe in public broadcasting. I happen to believe in the kind of system we have. The government believes in it. The Committee, from everything I have seen, including their White Paper report, believes in it. The Fowler Report believed in it, and I believe the people believe in it, and it seems to me that if you do not believe in it, while you have that right to your opinion, you do not reflect most of the Canadian view.

Mr. Cowan: If I were the Chairman, I would ask you what relationship your remarks have to the questions I am asking you. I do not believe that the government, nor the Cabinet, nor anyone else, should interfere with the reception of the signals coming through the air. I am talking about reception only; I am not talking about broadcasting.

Miss LaMarsh: Yes, you have made that abundantly clear.

Mr. Cowan: I am talking about reception—pardon me?

Miss LaMarsh: You have made that very clear.

Mr. Cowan: Well, CATV is nothing but a receiving apparatus, and I can quote all kinds of authorities in that regard, but when I quote them, somebody wants to know why I am quoting them. Well, I have got Fowler here to show it, and I have got the CBC to show it, and no doubt I could quote you also about it being a receiving apparatus, and I do not believe that receiving apparatuses should be licensed. They have never been licensed since they tried to collect a fee of \$2.50 a year, I think it was about 1933 or 1934, and the government of the day simply gave it up because the people were unwilling to pay that licence fee in those days. It has

been wide open for more than 30 years, and I see no reason for going back and licensing receiving apparatus or receiving sets.

Miss LaMarsh: Well, you use a different...

Mr. Cowan: Why you are trying to license CATV receiving apparatus is beyond my comprehension. You are now entering the field of thought control.

Now, I could quote you some other authorities with regard to how the Cabinet is evidently going to make certain that every licensed TV station makes money. I had in my hand the other day this statement on community antenna television broadcasting by the Minister of Transport, dated July 22, 1964—that is the hon. Jack Pickersgill, Minister of Transport, and the hon. Maurice Lamontagne, Secretary of State. They talk there about the use of community antenna television for the dissemination of television programs subject to similar regulation under parallel conditions to that applied to broadcasting.

• (10:20 a.m.)

The government has two main concerns. One is to see that CATV installations in Canada do not come under the ownership and control of persons and corporations which are not Canadian. The other is to see that CATV installations designed to receive broadcasts emanating from outside the area reached by any local Canadian television station, and particularly from outside Canada, are unlikely to make the operation of any existing television station uneconomical or to inhibit the provision of alternate Canadian television service in the area concerned.

They go on then to...

The Vice-Chairman: Mr. Cowan, may I interrupt you for a moment? We are discussing Fowler, we are discussing this, and you are making statements while the Minister and her advisers are here to answer questions. Please, may I call you back to order again, if I may say so.

Mr. Cowan: All right.

The Vice-Chairman: I ask you to ask your questions so that we can get along.

Mr. Cowan: These comments by the former Minister of Transport and the former Secretary of State, dated July 22, 1964, were

passed out among the members of Parliament. I retained my copy, and I might say that probably I am one of the few who read it. Commenting on the Radio Act and regulations in this clause 49...

Mr. Jamieson: Mr. Chairman, I do not mind Mr. Cowan, but let him not cast reflections on the other members of the Committee as to whether we have read it or not.

The Vice-Chairman: I agree with you.

Mr. Cowan: Talking on the Radio Act, and regulations, this goes on to point out:

...that the specification therein of that broadcasting station is unlikely to result in the operation of any existing television broadcasting station in Canada serving the area served or to be served by the licensed station becoming uneconomical or to inhibit the establishment of alternate television broadcasting facilities in Canada serving that area...

Again, we have the wording about the economic performance of the television station already licensed. What is the matter with bringing the alternative service in by CATV receiving sets? That gives you an alternative service.

Miss LaMarsh: One of the reasons why you have a Canadian system is to have a Canadian system CATV is a carrying through the air of American stations. I thought I had explained if you just believe that it is good enough to bicycle American programs into Canada without having any kind of Canadian system, it is your right to have that opinion. I do not hold that, and I do not think anybody else holds it.

Mr. Cowan: No, well that was a very nice broad statement. The member for Stanstead, Quebec, Mr. Forest, has said in the House on more than one occasion that the CATV stations are licensed in his area in order to bring in Montreal. They cannot get Montreal because of the contour of the land. He made the flatfooted statement that more than half of the CATV stations in Quebec are licensed in order to bring in Canadian stations that they cannot otherwise get. Your talking about American programs all the time is far from the fact. I am quoting Mr. Forest, the member for Stanstead.

We had the same situation on the British Columbia coast. Powell River cannot get Vancouver without this CATV licence, and they had that relay station on the north end

of Vancouver; that was to bring in channel 2 of the CBC. That had nothing to do with American stations whatsoever, or American programs.

Miss LaMarsh: Most of the CATV are to bring in American channels.

Mr. Cowan: Pardon me?

Miss LaMarsh: I am told that most of the CATV are to bring in American channels.

Mr. Cowan: Well, Madame Minister, if you are worrying about the people on CATV bringing in American stations, what about the people in Canada? The statements on radio point out that half of Canada can listen to American stations. Are you going to stop that half of Canada listening to them?

Miss LaMarsh: There is no suggestion of stopping them.

Mr. Cowan: Then what is the idea of licensing CATV in order to prohibit them watching American stations? You have been referring to the large number of American stations they carry.

[Translation]

Mr. Laflamme: Mr. Chairman, on a point of order, sir. Mr. Cowan certainly has the right to speak, but the other members of the Committee also have the right to express their opinions. We are supposed to be studying a bill; it has been agreed, and is customary in most committees, that when the Chairman has recognized a member of the Committee, he recognizes him for a certain period of time, and then the floor is given to someone else. I would like to know, from Mr. Cowan, through you, whether we are going to hear his problems all morning. I myself have other things to do. I would also like to know if members of the Committee would not agree that the Chairman should recognize some other member of this committee after someone has spoken for a given period of time. In 35 minutes now we have not advanced an inch; we have just heard complaints, and comments which I consider unnecessary. If Mr. Cowan intends to go on like this until 11:30 or 12:00 o'clock, I would like to get permission to leave, because I have had all that I can stand.

The Vice-Chairman: Mr. Laflamme, I know you are not the only one to share this idea.

That is why on many occasions I have requested Mr. Cowan to ask his questions

and to cut short these prolonged discussions. All the members of the Committee can give their opinions on this point and, of course, I think it is wise to give everybody on the Committee an opportunity to express themselves. We are all anxious to proceed with the Bill. I also feel that we are just marking time right now.

[English]

Mr. Cowan, I guess you must have understood this other foreign language, did you? And may I suggest again, very politely, that you please ask your questions. You have a few minutes left so there is no use discussing things that the Minister has already answered four or five times this morning.

Mr. Cowan: I have mentioned before that when we start to licence CATV stations—if we should make such a backward step—we are then imposing thought control because people are being told they cannot look at certain stations because the government is not going to license those stations on the CATV.

Mr. Munro: Mr. Chairman, just one second. Is it permissible to make statements and debate or is it just limited to questions? Because Mr. Cowan is making a lot of these statements that are going on the record which some members, and certainly myself, fundamentally disagree with, and we would like to have an opportunity to reply. If not, I think he should be limited to questions instead of statements.

The Vice-Chairman: Yes. I think it is the Committee's wish that we proceed with questions and may I remind Mr. Cowan again that his time is running out. We must give all members a chance to express themselves and ask questions of the Minister and her advisers.

Mr. Cowan: I am not stopping any member from taking part in the discussion, Mr. Chairman, as you very well know and I thank you for not even having intimated that I was.

The Hon. Judy LaMarsh, on page 3747, November 1, 1967, *Hansard* stated when commenting on the Bill:

...broadcasters must be allowed the right to freedom of expression; that is to say, censorship and pre-editing of programs are not only undesirable but impractical.

Well, true enough; broadcasters must be allowed the right to freedom of expression. But what about the viewer? Is not the viewer to be given the right to view what he wishes to view?

Miss LaMarsh: He has the right to turn it off or to another channel.

Mr. Cowan: If he wants to view a certain station is the Board of Broadcast Governors going to tell him he cannot look at that station because he cannot get it himself on his own private set and we will not let the CATV have a licence? What freedom is there in allowing a broadcaster to broadcast if the viewer is not allowed the right to look?

Miss LaMarsh: Well, I suppose that even applies to the viewer who cannot afford a television set. What would you like me to do about that?

Mr. Cowan: That is quite true, too, but we do not have a law telling him he cannot look at this station because we will not license it. He cannot get it because he cannot afford the television. He can go to a friend's house to look at it. Then, when speaking on page 3748, the same day, November 1, The Hon. Judy LaMarsh States:

... maintain objectivity as a corollary to freedom from censorship...

Well, we may not censor the broadcaster but you are certainly censoring the right of the viewer to see if you are going to license CATV stations and tell them that they cannot go on the air; cannot make use of the air.

Miss LaMarsh: What is your question, Mr. Cowan?

Mr. Cowan: I beg your pardon?

Miss LaMarsh: What is your question?

Mr. Cowan: I am asking you... You talk about maintaining objectivity as a corollary to freedom from censorship. Is not the freedom of the viewer a freedom of censorship too?

Miss LaMarsh: The viewer has all the freedom in the world to see whatever there is that comes over his set.

Mr. Cowan: If he wants to bring in a far away station on the CATV and the BBG says to the CATV: "We will not give you a licence," he does not have freedom. His basic right is to view.

Miss LaMarsh: The BBG does not give the CATV a licence. It is not on the air for the viewer to receive anyway.

Mr. Cowan: I beg your pardon?

Miss LaMarsh: CATV only goes on the air after it has a licence.

• (10:30 a.m.)

Mr. Cowan: That may be but...

Miss LaMarsh: If the BBG gives them a licence then it is on the air to be seen; otherwise it is not.

Mr. Cowan: Well, they should not be licensed at all.

Miss LaMarsh: It is perfectly clear that is what you think. It is clear that is not what the bill provides nor what the Committee think. Mr. Cowan, we have said that at least 10 times—you have stated your position and I have stated mine—in the last half hour.

Mr. Cowan: The White Paper at page 7 states "...right of the freedom of expression should be unquestioned." Is not the right to freedom to hear or view also to be unquestioned?

Mr. Laflamme: Mr. Chairman, can we not go back to work?

Mr. Cowan: Among the latter subject to regulation will be the inclusion of Canadian channels. If you start to tell the CATV subscriber what stations he can look at, you are interfering with his right to view.

Mr. Jamieson: On a point of order, Mr. Chairman. If we are going to continue this questioning may I suggest that Mr. Cowan has had over 35 minutes now.

The Vice-Chairman: I recognize you, Mr. Jamieson, and I hope that Mr. Cowan will yield the floor because he already has had close to 40 minutes of questioning and I do not think we are getting anywhere.

Mr. Cowan: I think that we are making progress. If not in this Committee we are making progress elsewhere, sir, and the Committee is not the country.

The Vice-Chairman: Well, now, may I ask you to restrain yourself a little. Mr. Jamieson has asked to have the floor and many other members would like to ask questions.

Mr. Cowan: One more question then and I shall cease, sir.

The Vice-Chairman: All right, if your preamble is not too long.

Mr. Cowan: I have in my hand the CBC Information Services bulletin put out under date of January 16, 1967.

The following statement by President Ouimet was released to the Canadian Press in Ottawa;—

and so on.

... January 14, 1967:—

It talks about the von Thadden incident and he states:

The greatest safeguard of a democratic tradition is the freedom to express and examine the widest range of ideas and opinions. A prime function and responsibility of the CBC is to provide for the free expression and scrutiny—

The Vice-Chairman: What is the question?

Mr. Cowan: I want to ask the Minister how can you scrutinize the free expression of ideas if you are prohibited by the refusal of a licence for the CATV operators to see the very program you want to see? You talk about the freedom of expression, but Mr. Ouimet talks about, and quite rightly, that "democratic tradition is the freedom to express and examine." He also says: "To provide for the free expression and scrutiny." They are inseparable. You cannot grant the right to free expression.

The Vice-Chairman: That is your opinion, Mr. Cowan. Now, what is the question please?

Mr. Cowan: I have asked the Minister what freedom there is to the viewer to examine and to scrutinize the thoughts that are put forward if the BBG refuses a licence to a CATV operator to bring it in?

Miss LaMarsh: If the BBG refuses a licence to a CBC station then, of course, there is no freedom in the viewer to see what is on CBC because he cannot receive it. The same is true with respect to private television and the same is true with respect to CATV. There is only freedom in the viewer to receive that station which is on the air because it has a licence.

Mr. Cowan: The CATV operator is not asking for any public funds. I will pass.

The Vice-Chairman: Thank you. Mr. Jamieson, please.

Mr. Jamieson: Mr. Cowan's philosophical contentions are interesting if somewhat repetitive. I will try to be a little shorter.

Mr. Cowan: I wonder if you will get them across?

Mr. Jamieson: Miss LaMarsh, it is a fact, I take it, that all CATV systems with perhaps one or two minor exceptions operate for gain. That is the service they provide is one that has to be paid for by those wishing to avail of it. Is that correct?

Miss LaMarsh: So far as I am aware.

Mr. Jamieson: Is it also a fact that a CATV system is primarily functionable—if that is the word—in a built-up area. In other words, these are not particularly viable in, say, rural areas.

Miss LaMarsh: I would assume so. I am not very familiar with the economics of them but obviously if you have a potentially large audience in a small area, it is much more likely to be viable than with a meagre audience in a scattered area.

Mr. Jamieson: So that in point of fact, CATV do not represent a total alternative to conventional television service or to the national broadcasting service. In other words, a CATV system is available under two conditions. First, that there is the mechanical means to deliver it to homes and second, that there are people who are willing to pay for that service. In other words, it is not universal in the service that it provides.

Miss LaMarsh: I think that is right.

Mr. Jamieson: So, that if, for example, a CATV system introduced into an area were to make it economically impossible for a conventional television station to function this would mean that a comparatively large number—and perhaps a large number—of people would be deprived of television altogether.

Miss LaMarsh: They would be deprived of television if they did not choose or could not afford to join CATV.

Mr. Jamieson: Also, in fact, if CATV was not in a position or chose not to give them the service.

Miss LaMarsh: Yes.

Mr. Jamieson: In other words, the CATV operator can limit the extension of the service he provides to that area that is economically attractive to him.

Miss LaMarsh: Yes.

Mr. Jamieson: So even if a householder has the money he is totally dependent on the whims of the CATV operator whether the service is extended to him or not?

Miss LaMarsh: Yes.

Mr. Jamieson: Let us take it from another angle. Similarly, if you have a conventional television station the coverage of that station extends over a wide area, both built-up downtown metropolitan areas and large rural areas. This is correct, is it not?

Miss LaMarsh: Yes. It depends on the power, I suppose.

Mr. Jamieson: The point I am making, without making statements and trying to phrase it in the form of questions, is that surely the big difference between the provision of a CATV service, leaving aside the philosophical considerations altogether, is that it is not a service that is available to the total population or, indeed, in many instances to even a majority of the population. Therefore if the conventional service is placed in economic jeopardy by the intervention of CATV, this means that the public interest is very definitely damaged in the sense, that there are a lot of viewers who could conceivably be deprived of service altogether.

Miss LaMarsh: Yes.

Mr. Jamieson: Is that the rationale behind the suppositions that are placed in the Bill?

Miss LaMarsh: I suppose so, yes.

Mr. Cowan: What about the local station?

Mr. Jamieson: I was about to stop, but the point is that the protection of the local station is not concerned with the profitability of the station as such. It is concerned with the need of the station to maintain a reasonable level of economic viability so it can continue to provide the service.

Miss LaMarsh: To protect the system. If you let CATV destroy the conventional system then you do not have any system left and no service reaches the viewers at all.

Mr. Munro: If I may ask a supplementary question, in small population areas the people would be deprived of any local news or orientation in their community?

Miss LaMarsh: Yes. If CATV were permitted to blank out all local service, as they can do, then you might still have a station on the air for awhile but it would be broadcasting to no one, and those who have the CATV service...

Mr. Jamieson: I am sorry, Mr. Chairman, but Mr. Cowan declined to give me the privilege of asking a supplementary question. I am happy to return the favour.

Mr. Cowan: I am not asking you a question, my friend. I want to ask a supplemental question of the Minister.

Mr. Jamieson: I know, but you did not let me ask one and I do not see any reason...

Mr. Cowan: You will have to ask me a question, not the Minister.

The Vice-Chairman: Let us not argue over that, please. Mr. Jamieson.

Mr. Jamieson: So far as you are aware, Miss LaMarsh, to date the majority of the CATV applications have been approved?

Miss LaMarsh: Yes, so far as I am aware.

Mr. Jamieson: Do you know of any instance where they have not been approved for the extension of Canadian service?

Miss LaMarsh: No, but of my own knowledge I do not know that much detail about it.

Mr. Jamieson: So far as I am aware in no instance have they been turned down where it was the extension of Canadian service. I pass, Mr. Chairman.

Mr. Cowan: The supplemental question I wished to ask the Minister was how can a CATV receiving station blank out reception from the local station? I have seen that several times but I have no proof and I know of no way that it can be done. Does the Minister know?

Miss LaMarsh: Yes. The way it is done of course, is that CATV provides its dealers, let us say, with five channels.

Mr. Cowan: Yes.

Miss LaMarsh: And they fill those five channels with other than local stations. The local station is not capable of being received on the CATV that one gets in one's individual home. It blanks it out.

Mr. Cowan: It blanks it out but the station is still on the air?

Miss LaMarsh: Yes, but to use your own phrase, you have destroyed the freedom of the viewer to receive it.

Mr. Cowan: Not in the slightest. The viewer just has to turn to it and he can get it.

Miss LaMarsh: He cannot get it if he is on CATV.

Mr. Cowan: I beg your pardon?

Miss LaMarsh: He cannot get it if he is on CATV.

Mr. Cowan: I have seen this in the small town of Penetanguishene.

Miss LaMarsh: Because all his channels are used up.

Mr. Cowan: You worry about the rural areas. In Penetanguishene, if you have time on your hands, you can watch the Barrie TV station but if you want a really worthwhile program you use CATV and bring in outside stations. The Barrie station is not blanked out by the CATV installation at Penetanguishene, which is a town of 5,000 population located in what is essentially a rural area. How could that blank out the local TV station?

Miss LaMarsh: I do not know what the Penetanguishene situation is. Perhaps those who have CATV receivers there will find that one of the CATV channels is Barrie.

Mr. Cowan: I believe that is correct.

Miss LaMarsh: Yes. Of course, if it is one of the channels which you receive that way it is not blanked out. I think in Peterborough particularly the situation became potentially difficult because the only national service there was received through a CBC station. There was a CATV application made and had it not been one of the channels it would have been completely wiped out in the area and there would have been no national service at all.

● (10:40 a.m.)

Mr. Cowan: You used the expression, "had it not been one of the channels". I am asking how can CATV blank out a local station? I make the flat-footed statement that it cannot be done.

Miss LaMarsh: I just told you that I am advised that technically it can easily be done by filling all of the channels which can be received with American imports.

Mr. Cowan: That does not blank out the local station. It is still on the air.

Miss LaMarsh: It cannot be received by that set.

The Vice-Chairman: Mr. Cowan, I see that we are again launched into an argument and, in trying to be helpful, am I right in assuming that most of the Committee members would like to get along and get some more work done? Instead of having arguments, why should we not put questions? I think we have dealt long enough with this matter. May I suggest that we now go into a clause by clause study of this Bill. I am ready to move this recommendation again which I received from the Steering Committee. May I also state at this point that Mr. Cowan will be entirely free and will have all the opportunity he needs to ask questions and to even submit his own amendments when we return to Clause 49. Right now we are simply going around in circles and we are losing time. I think that most members of the Committee agree that we should proceed in a more normal way, if I may so express myself. I would

now like to know if we should move clause by clause. We are just arguing now. I would not say it is futile but the discussions are too prolonged. I am in the hands of the Committee.

Some hon. Members: Agreed.

The Vice-Chairman: All right. I again have the recommendation from the Subcommittee on Agenda and Procedure as follows:

Your Subcommittee on Agenda and Procedure recommends to the main Committee that further clause by clause consideration of Bill No. C-163 be in camera. Is it agreed?

Some hon. Members: Agreed.

The Vice-Chairman: Agreed. I now wish to thank the Minister for her patience and for the ideas she expressed. I would also like to thank her advisers, who have been very helpful.

We will now try to proceed with a clause by clause study of this Bill and let us hope in the very near future that we can report to the House in a most amicable way.

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament

1967

STANDING COMMITTEE

ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS

No. 7

THURSDAY, NOVEMBER 30, 1967

TUESDAY, DECEMBER 5, 1967

WEDNESDAY, DECEMBER 6, 1967

THURSDAY, DECEMBER 7, 1967

FRIDAY, DECEMBER 8, 1967

Respecting Bill C-163,

An Act to implement a broadcasting policy for Canada,
to amend the Radio Act in consequence thereof and to
enact other consequential and related provisions.

AND INCLUDING SECOND REPORT TO THE HOUSE

(Respecting Bill C-163, An Act to implement
a broadcasting policy for Canada)

APPEARING

The Honourable Judy LaMarsh, Secretary of State

WITNESSES:

Mr. G. G. E. Steele, Under Secretary of State; Mr. H. O. R. Hindley,
Assistant Under Secretary of State; Mr. Fred Gibson, Senior Advis-
ory Counsel, Department of Justice; and from the Department of
Transport: Mr. F. C. Nixon, Director, Telecommunications and
Electronics Branch; and Mr. W. A. Caton, Controller, Radio Regula-
tions Division.

ROGER DUHAMEL, F.R.S.C.

QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

STANDING COMMITTEE ON BROADCASTING, FILMS
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Béchard,
Mr. Brand,
Mr. Cowan,
Mr. Fairweather,
Mr. Jamieson,
Mr. Johnston,
Mr. Legault,
Mr. MacDonald
(*Prince*),

Mr. Mather,
Mr. Matte,
Mr. McCleave,
Mr. Nowlan,
Mr. Nugent,
Mr. Prittie,
Mr. Prud'homme,
Mr. Régimbal,
Mr. Reid,

Mr. Richard,
Mr. Racine,
Mr. Sherman,
Mr. Simard,
Mr. Tremblay
(*Richelieu-
Verchères*)—(24).

M. Slack,
Clerk of the Committee.

ORDERS OF REFERENCE

THURSDAY, November 30, 1967.

Ordered,—That the names of Messrs. Lewis and Tremblay (Richelieu-Verchères) be substituted for those of Messrs. Prittie and Richard on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

MONDAY, December 4, 1967.

Ordered,—That the name of Mr. Prittie be substituted for that of Mr. Mather on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

TUESDAY, December 5, 1967.

Ordered,—That the name of Mr. Legault be substituted for that of Mr. Prud'homme on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

WEDNESDAY, December 6, 1967.

Ordered,—That the name of Mr. Mather be substituted for that of Mr. Lewis on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

FRIDAY, December 8, 1967.

Ordered,—That the names of Messrs. Laniel, Richard, Prud'homme, Racine, Chatterton and Forrestall be substituted for those of Messrs. Goyer, Munro, Laflamme, Davis, MacDonald (Prince) and Sherman on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

Ordered,—That the names of Messrs. Matte, Reid and Brewin be substituted for those of Messrs. Laniel, Stafford and Prittie on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

MONDAY, December 11, 1967.

Ordered,—That the names of Messrs. MacDonald (*Prince*) and Sherman be substituted for those of Messrs. Chatterton and Forrestall on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

TUESDAY, December 12, 1967.

Ordered,—That the name of Mr. Prittie be substituted for that of Mr. Brewin on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

Attest.

ALISTAIR FRASER,
The Clerk of the House of Commons.

REPORT TO THE HOUSE

THURSDAY, December 14, 1967.

The Standing Committee on Broadcasting, Films and Assistance to the Arts has the honour to present its

SECOND REPORT

Your Committee has considered Bill C-163, An Act to implement a broadcasting policy for Canada, to amend the Radio Act in consequence thereof and to enact other consequential and related provisions, and has agreed to report it with the following amendments:

Clause 2

Delete paragraph 2(b) and substitute therefor:

“(b) the Canadian broadcasting system should be effectively owned and controlled by Canadians so as to safeguard, enrich and strengthen the cultural, political, social and economic fabric of Canada;”

Delete paragraph 2(c) and substitute therefor:

“(c) all persons licensed to carry on broadcasting undertakings have a responsibility for programs they broadcast but the right to freedom of expression, subject only to generally applicable statutes and regulations, is unquestioned;”

Delete paragraph 2(d) and substitute therefor:

“(d) the programming provided by the Canadian broadcasting system should be varied and comprehensive and should provide reasonable opportunity for the expression of conflicting views on matters of public controversy, and the programming provided by each broadcaster should be of high standard, using predominantly Canadian creative and other resources;”

Delete paragraph 2(f) and substitute therefor:

“(f) there should be provided, through a corporation established by Parliament for the purpose, a national broadcasting service that is predominantly Canadian in content and character;”

Clause 3

In paragraphs (a) and (g) of Clause 3, delete the word “Commission” and substitute therefor the word “Council”.

Delete paragraph 3(c) and substitute therefor:

“(c) “broadcasting licence” or, in Parts II and III, “licence” means a licence to carry on a broadcasting undertaking issued under this Act;”

Delete paragraphs 3(e) and 3(f) and substitute therefor:

“(e) “Corporation” means the Canadian Broadcasting Corporation established by Part III;

(f) "Council" means the Canadian Radio-Television Council established by Part II;"

Delete paragraph 3(j) and substitute therefor:

"(j) "radiocommunication" means any transmission, emission or reception of signs, signals, writing, images, sounds or intelligence of any nature by means of electromagnetic waves of frequencies lower than 3,000 Gigacycles per second propagated in space without artificial guide; and"

Heading—Page 4 of Bill

At top of page 4 of Bill under "PART II" delete the heading "CANADIAN RADIO COMMISSION" and substitute therefor: "CANADIAN RADIO-TELEVISION COUNCIL".

Clause 4

In Clause 4, wherever the word "Commission" appears, substitute therefor the word "Council".

Clause 5

Before Clause 5, the heading "*Commission Established*" should be deleted and substituted therefor "*Council Established*".

In Clause 5, wherever the word "Commission" appears, substitute therefor the word "Council".

Sub-clause 5(1)

Delete the words "Canadian Radio Commission" in line 13 of English version of the Bill and substitute therefor:

"Canadian Radio-Television Council"; and delete the words "Commission de la Radiodiffusion" in line 25 of the French version of the Bill and substitute therefor the words "Conseil de la Radio-Télévision canadienne".

Clauses 7 to 13, inclusive

On Clauses 7 to 13 inclusive, wherever the word "Commission" appears, substitute therefor the word "Council".

Clause 14

In Clause 14, wherever the word "Commission" appears, substitute therefor the word "Council".

Delete sub-clause 14(2) and substitute therefor:

"(2) Three full-time members of the Council constitute a quorum of the Executive Committee.

(3) The Executive Committee may make rules respecting the calling of its meetings and the conduct of business thereat."

Re-number old sub-clause (3) as sub-clause (4).

Clause 15

Before Clause 15, the heading "*Objects of the Commission*" should be deleted and substituted therefor "*Objects of the Council*".

In Clause 15, wherever the word "Commission" appears, substitute therefor the word "Council".

Clause 16

Before Clause 16, the heading "*Powers of the Commission*" should be deleted and substituted therefor "*Powers of the Council*".

In Clause 16, wherever the word "Commission" appears, substitute therefor the word "Council".

Sub-clause 16(1)

Delete paragraph 16(1) (b) (ii).

Re-number paragraphs (iii), (iv), (v), (vi), (vii), (viii), (ix) and (x) to (ii), (iii), (iv), (v), (vi), (vii), (viii) and (ix) accordingly.

Delete old paragraph 1(b) (viii) and substitute therefor re-numbered paragraph (vii):

"(vii) with the approval of the Treasury Board, fixing the schedules of fees to be paid by licensees and providing for the payment thereof,"

Delete sub-clause 16(2) and substitute therefor:

"(2) A copy of each regulation or amendment to a regulation that the Council proposes to make under this section shall be published in the *Canada Gazette* and a reasonable opportunity shall be afforded to licensees and other interested persons to make representations with respect thereto."

Clause 17

In Clause 17, wherever the word "Commission" appears, substitute therefor the word "Council".

Sub-clause 17(1)

Delete sub-paragraph (a)(ii) and substitute therefor:

"(ii) in the case of broadcasting licences issued to the Corporation, as the Executive Committee deems consistent with the provision, through the Corporation, of the national broadcasting service contemplated by section 2 of this Act;"

Delete sub-clause 17(3) and substitute therefor:

"(3) If, notwithstanding the consultation provided for in subsection (2), the Executive Committee attaches any condition to a broadcasting licence described in subsection (2) that the Corporation is satisfied would unreasonably impede the provision, through the Corporation, of the national broadcasting service contemplated by section 2 of this Act, the Corporation may refer the condition to the Minister for consideration and the Minister after consultation with the Council and the Corporation, may give to the Executive Committee a written directive with respect to the condition and the Executive Committee shall comply with such directive."

Clause 18

In Clause 18, wherever the word "Commission" appears, substitute therefor the word "Council".

Delete sub-clause 18(2) and substitute therefor:

"(2) The Executive Committee may from time to time and shall, in accordance with any direction to the Council issued by the Governor in

Council under the authority of this Act, by notice to all licensees throughout Canada or throughout any area of Canada specified in the notice, require such licensees to broadcast any program that the Executive Committee or the Governor in Council, as the case may be, deems to be of urgent importance to Canadians generally or to persons resident in the area to which the notice relates; and a copy of each notice given under this subsection shall, forthwith after the giving thereof, be published in the *Canada Gazette*."

Insert the words "qui a été" after the word "avis" on line 41 of sub-clause 18(2) of the French version of the Bill.

Clause 19

In Clause 19, wherever the word "Commission" appears, substitute therefor the word "Council".

Clause 20

In Clause 20, wherever the word "Commission" appears, substitute therefor the word "Council".

Re-number present Clause 20 as sub-clause (1) of Clause 20.

Add the following sub-clause (2):

"(2) A copy of a notice given pursuant to subsection (1) shall be published by the Council in one or more newspapers of general circulation within the area normally served or to be served by the broadcasting undertaking to which the application, public hearing or the issue, amendment or renewal of the broadcasting licence relates."

Clause 21

In Clause 21, wherever the word "Commission" appears, substitute therefor the word "Council".

Clause 22

In Clause 22, wherever the word "Commission" appears, substitute therefor the word "Council".

Sub-clause 22(1)

Delete sub-paragraph (iii) of paragraph (a) and substitute therefor:

"(iii) the classes of applicants to whom broadcasting licences may not be issued or to whom amendments or renewals thereof may not be granted and any such class may, notwithstanding section 2, be limited so as not to preclude the amendment or renewal of a broadcasting licence that is outstanding at the time this Act comes into force; and"

Clause 23

In Clause 23, wherever the word "Commission" appears, substitute therefor the word "Council".

Add the following new sub-clause 23(4):

"(4) The issue, amendment or renewal by the Council of any broadcasting licence that has been referred back to the Council pursuant to subsection (1) and confirmed pursuant to paragraph (d)

of subsection (3) may be set aside by order of the Governor in Council made within sixty days after such confirmation."

Clause 24

In Clause 24, wherever the word "Commission" appears, substitute therefor the word "Council".

Between present sub-clauses (1) and (2), add new sub-clause 24(2) as follows:

"(2) A copy of a decision of the Council, in the case of a decision relating to the revocation of a licence, or of the Executive Committee, in the case of a decision relating to the suspension of a licence, together with written reasons for such decision shall, forthwith after the making of such decision, be

- (a) forwarded by prepaid registered mail to all persons who were heard at or made any representation in connection with the hearing held pursuant to paragraph (b) of subsection (1); and
- (b) published in the *Canada Gazette* and in one or more newspapers of general circulation within the area normally served by the broadcasting undertaking to which the decision relates."

Re-number old sub-clause (2) as sub-clause (3).

Clauses 25 to 27, inclusive

On Clauses 25 to 27, inclusive, wherever the word "Commission" appears, substitute therefor the word "Council".

Clause 28

Delete sub-clause 28(1) and substitute therefor:

"28. (1) No broadcaster shall broadcast, and no licensee of a broadcasting receiving undertaking shall receive, a broadcast of a program, advertisement or announcement of a partisan character in relation to

- (a) a referendum, or
- (b) an election of a member of the House of Commons, the legislature of a province or the council of a municipal corporation that is being held or is to be held within the area normally served by the broadcasting undertaking of the broadcaster or such licensee, on the day of any such referendum or election or on the one day immediately preceding the day of any such referendum or election."

Clause 31

On Clause 31, wherever the word "Commission" appears, substitute therefor the word "Council".

Clause 39

On Clause 39, wherever the word "Commission" appears, substitute therefor the word "Council".

Sub-clause 39(1)

Delete paragraphs (g) and (h) and substitute therefor:

- “(g) publish and distribute, whether for a consideration or otherwise, such audio-visual material, papers, periodicals and other literary matter as may seem conducive to the purposes of the Corporation;
- (h) collect news relating to current events in any part of the world and establish and subscribe to news agencies;”

Delete paragraph (m) and substitute therefor:

- “(m) subject to the approval of the Governor in Council, acquire, hold and dispose of shares of the capital stock of any company or corporation authorized to carry on any business that is incidental or conducive to the attainment of the objects of the Corporation; and”

Clause 49

On page 23 of the Bill, lines 15 to 21, inclusive, paragraph (g), to be deleted and the following substituted therefor:

- “(g) “radiocommunication” or “radio” means any transmission, emission or reception of signs, signals, writing, images, sounds or intelligence of any nature by means of electromagnetic waves of frequencies lower than 3,000 Gigacycles per second propagated in space without artificial guide;”

Clause 52

On line 32 of page 28 of the Bill, delete the words “Canadian Radio Commission” and substitute therefor the words “Canadian Radio-Television Council”.

Clause 59

Sub-clause 59(2)

Delete paragraph 30 of Section 28 of the Interpretation Act and substitute therefor:

- “(30) “radio” or “radiocommunication” means any transmission, emission or reception of signs, signals, writing, images, sounds or intelligence of any nature by means of electromagnetic waves of frequencies lower than 3,000 Gigacycles per second propagated in space without artificial guide.”

Clause 61

On sub-clauses (1) and (2) of Clause 61, delete the words “Canadian Radio Commission” wherever they appear, and substitute therefor the words “Canadian Radio-Television Council”.

In sub-clause (3), line 14, page 32 of the Bill, delete the word “Commission” and substitute therefor the word “Council”.

Clauses 63 to 65 inclusive

In Clauses 63 to 65 inclusive, wherever the word “Commission” appears, substitute therefor the word “Council”.

Your Committee has ordered a reprint of the Bill, as amended.

A copy of the Minutes of Proceedings and Evidence relating to this Bill
(Issues Nos. 1 to 7 inclusive) is tabled.

Respectfully submitted,

ROBERT STANBURY,
Chairman.

MINUTES OF PROCEEDINGS

THURSDAY, November 30, 1967.

(12)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 9.55 a.m., *in camera*. The Vice-Chairman, Mr. Jean Berger, presided.

Members present: Messrs. Béchar, Berger, Cowan, Davis, Goyer, Jamieson, Laflamme, MacDonald (*Prince*), Mather, McCleave, Munro, Nowlan, Prittie, Stafford,—(14).

In attendance: Mr. G. G. E. Steele, Under Secretary of State; and Mr. Fred Gibson, Senior Advisory Counsel, Department of Justice.

The Committee continued clause-by-clause consideration of Bill C-163 as follows:

Sub-clause 3(a), carried; sub-clause 3(b), carried; sub-clause 3(c), carried as amended (See motion below); sub-clause 3(d), carried; sub-clause 3(e), stand; sub-clause 3(f), carried; sub-clause 3(g), carried; sub-clause 3(h), carried; sub-clause 3(i), stand; sub-clause 3(j), carried as amended (See motion below); sub-clause 3(k), stand; clause 4, carried; sub-clause 5(1) (See motions below).

Moved by Mr. Béchar, seconded by Mr. Laflamme,

Resolved, that paragraph (c) of Clause 3, be struck out and the following substituted therefor:

- (c) "broadcasting licence" or, in Parts II and III, "licence" means a licence to carry on a broadcasting undertaking issued under this Act;"

Moved by Mr. Béchar, seconded by Mr. Laflamme,

Resolved, that paragraph (j) of Clause 3 be struck out and the following substituted therefor:

- (j) "radiocommunication" means any transmission, emission or reception of signs, signals, writing, images, sounds or intelligence of any nature by means of electromagnetic waves of frequencies lower than 3,000 Gigacycles per second propagated in space without artificial guide; and"

Mr. Laflamme moved, seconded by Mr. Davis,

That in paragraph (1) of Clause 5, the words "Canadian Radio Commission" in the English version of the Bill, and "Commission de la Radiofusion" in the French version of the Bill, be struck out and the following substituted therefor: "Canadian Radio Television Council" and "Conseil de la Radio Télévision canadienne" and wherever the word "Commission" appears in the Bill, substitute therefor the word "Council".

In amendment thereto, Mr. Mather moved, seconded by Mr. Jamieson, that the title proposed by Mr. Laflamme, "Canadian Radio Television Council" be referred to the steering subcommittee for consideration.

The sub-amendment was negated *on division*.

The question being put on the amendment of Mr. Laflamme, it was carried *on division*.

By leave, Mr. McCleave moved, seconded by Mr. Jamieson, that in paragraph (1) of Clause 5, that the English version of the title be "Canadian Radio Television Commission".

The amendment was negated *on division*.

Mr. Jamieson, moved, seconded by Mr. Munro, that in line 14 of paragraph 1 of Clause 5, the word "ten" be struck out and substituted therefor the word "six".

At 11.10 a.m., there being no quorum, the Committee adjourned until 3.30 p.m. this afternoon.

(Note: The afternoon sitting was cancelled).

TUESDAY, December 5, 1967.

(13)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 9.45 a.m., *in camera*. The Vice-Chairman, Mr. Jean Berger, presided.

Members present: Messrs. Béchard, Berger, Cowan, Davis, Goyer, Jamieson, Johnston, Laflamme, Lewis, MacDonald (*Prince*), Munro, McCleave, Prittie, Sherman (14).

In attendance: Mr. G. G. E. Steele, Under Secretary of State; Mr. H. O. R. Hindley, Assistant Under Secretary of State; and Mr. Fred Gibson, Senior Advisory Counsel, Department of Justice.

Mr. Steele advised that Miss LaMarsh was unable to attend this sitting due to illness.

The Committee continued clause-by-clause consideration of Bill C-163 as follows:

Sub-clause 5(1) stand; sub-clause 5(2) carried; sub-clause 5(3) carried; sub-clause 5(4) stand; clause 6 carried; clause 7 carried; clause 8 carried; clause 9 carried; clause 10 carried; clause 11 carried; sub-clause 12(1) carried; sub-clause 12(2) carried; sub-clause 12(3) stand; clause 13 carried; clause 14, carried as amended (See motion below); clause 15 carried; paragraph 16(1)(a) carried; paragraph 16(1)(b)(i) carried; paragraph 16(1)(b)(ii) stand; paragraph 16(1)(b)(iii) carried; paragraph 16(1)(b)(iv) carried; paragraph 16(1)(b)(v) carried; paragraph 16(1)(b)(vi) carried; paragraph 16(1)(b)(vii) carried; paragraph 16(1)(b)(viii) carried as amended (See motion below); paragraph 16(1)(b)(ix) carried; paragraph 16(1)(b)(x) carried; paragraph 16(1)(c) carried; paragraph 16(2) stand.

Moved by Mr. Béchard, seconded by Mr. Davis,

Resolved,—That sub-clause (2) of clause 14, be struck out and the following substituted therefor:

“(2) Three full-time members of the Commission constitute a quorum of the Executive Committee.

(3) The Executive Committee may make rules respecting the calling of its meetings and the conduct of business thereat.”
and by renumbering sub-clause (3) thereof as sub-clause (4).

Moved by Mr. McCleave, seconded by Mr. Jamieson,

Resolved,—That paragraph 1(b) (viii) of clause 16, be struck out and the following substituted therefor:

“(viii) with the approval of the Treasury Board, fixing the *schedules* of fees to be paid by licensees and providing for the payment thereof,”

At 12.10 p.m., the Committee adjourned until 3.30 p.m. this afternoon.

AFTERNOON SITTING

(14)

The Committee resumed at 3.50 p.m. *in camera*. The Vice-Chairman, Mr. Jean Berger, presided.

Members present: Messrs. Béchard, Berger, Goyer, Jamieson, Laflamme, Legault, MacDonald (*Prince*), Munro, Prittie, Sherman, Tremblay (*Richelieu-Verchères*) (11).

In attendance: (Same as at morning sitting).

The Committee continued clause-by-clause consideration of Bill C-163 as follows:

Clause 17 stand; sub-clause 18(1) carried; sub-clause 18(2) carried as amended (See motion below); clause 19 carried; clause 20 carried as amended (See motion below); clause 21 carried.

Moved by Mr. Béchard, seconded by Mr. Laflamme,

Resolved,—That sub-clause 2 of clause 18 be struck out and the following substituted therefor:

“(2) The Executive Committee may from time to time and shall, in accordance with any direction to the Commission issued by the Governor in Council under the authority of this Act, by notice to all licensees throughout Canada or throughout any area of Canada specified in the notice, require such licensees to broadcast any program that the Executive Committee or the Governor in Council, as the case may be, deems to be of *urgent importance* to Canadians generally or to persons resident in the area to which the notice relates; and a copy of each notice given under this subsection shall, forthwith after the giving thereof, be published in the *Canada Gazette*.”

Mr. Goyer proposed that in the French version of Bill C-163, subclause (2) of clause 18, line 41, the words “qui a été” be inserted after the word “avis”. *Agreed*.

Mr. Jamieson moved, seconded by Mr. Sherman, that in sub-clause 4 of clause 19, the word "two" in line 39 be deleted and substitute therefor the word "three", and in line 40, delete the words "one shall be a full-time member" and substitute therefor the words "two shall be full-time members".

The amendment was negatived *on division*.

Moved by Mr. Béchar, seconded by Mr. Laflamme,

Resolved,—That clause 20 be renumbered as sub-clause (1) of clause 20, and adding thereto the following sub-clause:

"(2) A copy of a notice given pursuant to subsection (1) shall be published by the Commission in one or more newspapers of general circulation within the area normally served or to be served by the broadcasting undertaking to which the application, public hearing or the issue, amendment or renewal of the broadcasting licence relates."

The consideration of Bill C-163 still continuing, at 5.15 p.m., the Committee adjourned until 3.30 p.m. on Wednesday, December 6.

WEDNESDAY, December 6, 1967.

(15)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 3.40 p.m. *in camera*. The Vice-Chairman, Mr. Jean Berger, presided.

Members present: Messrs. Béchar, Berger, Davis, Fairweather, Jamieson, Laflamme, Legault, Mather, McCleave, Prittie, Stafford, Tremblay (*Richelieu-Verchères*) (12).

In attendance: Mr. G. G. E. Steele, Under Secretary of State; Mr. H. O. R. Hindley, Assistant Under Secretary of State; and Mr. Fred Gibson, Senior Advisory Counsel, Department of Justice.

The Committee continued clause-by-clause consideration of Bill C-163 as follows:

Clause 22, carried as amended (See motion below); Clause 23 stand; Clause 24 carried as amended (See motion below); Clause 25 carried; Clause 26 carried; Clause 27 carried; Clause 28 carried as amended (See motions below); Clause 29 carried (See motion below); Clauses 30 to 38 inclusive carried; Clause 39 carried as amended (See motions below).

Moved by Mr. Béchar, seconded by Mr. Laflamme,

Resolved,—That subparagraph (iii) of Clause 22(1)(a) be struck out and the following substituted therefor:

"(iii) the classes of applicants to whom broadcasting licences may not be issued or to whom amendments or renewals thereof may not be granted and any such class may, notwithstanding section 2, be limited so as not to preclude the amendment or renewal of a broadcasting licence that is outstanding at the time this Act comes into force; and"

Moved by Mr. Béchar, seconded by Mr. Laflamme,

Resolved,—That Clause 24 be amended by adding thereto as subclause (2) thereof the following:

“(2) A copy of a decision of the Commission, in the case of a decision relating to the revocation of a licence, or of the Executive Committee, in the case of a decision relating to the suspension of a licence, together with written reasons for such decision shall, forthwith after the making of such decision, be

- (a) forwarded by prepaid registered mail to all persons who were heard at or made any representation in connection with the hearing held pursuant to paragraph (b) of subsection (1); and
- (b) published in the Canada Gazette and in one or more newspapers of general circulation within the area normally served by the broadcasting undertaking to which the decision relates.”

and by renumbering subclause (2) thereof as subclause (3).”

Moved by Mr. McCleave, seconded by Mr. Prittie,

Resolved,—That, in lines 35 and 36 of paragraph 1(b) of Clause 28, the words “two days” be struck out and the words “one day” substituted therefor.

Moved by Mr. Béchar, seconded by Mr. Legault,

Resolved,—That sub-clause (1) of Clause 28 be struck out and the following substituted therefor:

“28. (1) No broadcaster shall broadcast, and no licensee of a broadcasting receiving undertaking shall receive, a broadcast of a program advertisement or announcement of a partisan character in relation to

- (a) a referendum, or
- (b) an election of a member of the House of Commons, the legislature of a province or the council of a municipal corporation

that is being held or is to be held within the area normally served by the broadcasting undertaking of the broadcaster or such licensee, on the day of any such referendum or election or on the one day immediately preceding the day of any such referendum or election.”

Mr. McCleave moved, seconded by Mr. Laflamme, that in sub-clause 1 of Clause 29, after the word, “exceeding”, the following words be added: “twenty-five thousand dollars for the first offence, and not exceeding fifty thousand dollars for each subsequent offence.”

The amendment was negatived *on division*.

Moved by Mr. Béchar, seconded by Mr. Legault,

Resolved,—That paragraphs (g) and (h) of subclause (1) of Clause 39 be struck out and the following substituted therefor:

“(g) publish and distribute, whether for a consideration or otherwise, such audiovisual material, papers, periodicals and other literary matter as may seem conducive to the purposes of the Corporation;

(h) collect news relating to current events in any part of the world and establish and subscribe to news agencies;"

Moved by Mr. Béchard, seconded by Mr. Laflamme,

Resolved,—That paragraph (m) of subclause (1) of Clause 39 be struck out and the following substituted therefor:

"(m) subject to the approval of the Governor in Council, acquire, hold and dispose of shares of the capital stock of any company or corporation authorized to carry on any business that is incidental or conducive to the attainment of the objects of the Corporation; and"

The consideration of Bill C-163 still continuing, at 5.10 p.m. the Committee adjourned until 9.30 a.m. on Thursday, December 7.

THURSDAY, December 7, 1967

(16)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 9.45 a.m., *in camera*. The Vice-Chairman, Mr. Jean Berger, presided.

Members present: Messrs. Béchard, Berger, Cowan, Davis, Fairweather, Goyer, Jamieson, Johnston, Laflamme, Legault, MacDonald (*Prince*), Mather, McCleave, Nugent, Prittie, Tremblay (*Richelieu-Verchères*)—(16).

In attendance: Mr. G. G. E. Steele, Under Secretary of State; Mr. H. O. R. Hindley, Assistant Under Secretary of State; Mr. Fred Gibson, Senior Advisory Counsel, Department of Justice; Mr. F. C. Nixon, Director, Telecommunications and Electronics Branch, Department of Transport; and Mr. W. A. Caton, Controller, Radio Regulations Division, Department of Transport.

The Committee continued clause-by-clause consideration of Bill C-163 as follows:

Clauses 40 to 48 inclusive carried (See motions below).

Mr. McCleave moved, seconded by Mr. Fairweather, that in line 6, sub-clause (1) of Clause 47, and in line 12, sub-clause (2) the word "fifth" be deleted and the word "third" substituted therefor; and in line 8 of sub-clause (1) and line 14 of sub-clause (2) the word "five" be deleted and the word "three" substituted therefor.

The amendment was negatived on division.

Mr. Davis moved, seconded by Mr. McCleave, that in the second line of sub-clause (1) of Clause 47, and in the second line of sub-clause (2) of Clause 47, the word "fifth" be deleted and the word "third" be substituted therefor.

The amendment was negatived on division.

Mr. Cowan moved, seconded by Mr. Nugent, that Clause 47 be deleted and Section 35 of the present Broadcasting Act be substituted therefor.

The amendment was negatived on division.

At 11.45 a.m., the Committee adjourned until 3.30 p.m. this afternoon.

AFTERNOON SITTING

(17)

The Committee resumed at 3.50 p.m., *in camera*. The Vice-Chairman, Mr. Jean Berger, presided.

Members present: Messrs. Béchar, Berger, Cowan, Fairweather, Goyer, Jamieson, Johnston, Laflamme, Legault, Mather, Munro, McCleave, Prittie, Tremblay (*Richelieu-Verchères*)—(14).

In attendance: (Same as at morning sitting)

The Committee continued clause-by-clause consideration of Bill C-163 as follows:

Clause 49, carried as amended (See motion below); Clauses 50 to 58 inclusive carried; Clause 59, carried as amended (See motion below); Clauses 60 to 67 inclusive and Schedules A. and B. carried.

The Committee then reverted to consideration of clauses which were allowed to stand as follows:

Sub-clause 2(c) stand; sub-clause 3(i) carried; sub-clause 3(k) carried; sub-clause 5(4) carried.

On Clause 49:

Moved by Mr. Béchar, seconded by Mr. Legault,

Resolved,—That paragraph (g), page 23 of the Bill, lines 15 to 21 inclusive, struck out and the following substituted therefor:

“(g) “radiocommunication” or “radio” means any transmission, emission or reception of signs, signals, writing, images, sounds or intelligence of any nature by means of electromagnetic waves of frequencies lower than 3,000 Gigacycles per second propagated in space without artificial guide;”

On Clause 59:

Moved by Mr. Béchar, seconded by Mr. Legault,

Resolved,—That paragraph (30) of section 28 of the Interpretation Act, be struck out and the following substituted therefor:

“(30) “radio” or “radiocommunication” means any transmission, emission or reception of signs, signals, writing, images, sounds or intelligence of any nature by means of electromagnetic waves of frequencies lower than 3,000 Gigacycles per second propagated in space without artificial guide.”

The consideration of Bill C-163 still continuing, at 5.05 p.m., the Committee adjourned until 9.30 a.m., on Friday, December 8, 1967.

(Note: The Friday morning sitting was cancelled.)

FRIDAY, December 8, 1967.

(18)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 2.05 p.m. *in camera*. The Vice-Chairman, Mr. Jean Berger, presided.

Members present: Messrs. Béchard, Berger, Brewin, Chatterton, Cowan, Fairweather, Jamieson, Johnston, Legault, Mather, Matte, McCleave, Prud'homme, Racine, Reid, Richard, Tremblay (*Richelieu-Verchères*)—17.

In attendance: The Honourable Judy LaMarsh, Secretary of State; Mr. G. G. E. Steele, Under Secretary of State; Mr. H. O. R. Hindley, Assistant Under Secretary of State; and Mr. Fred Gibson, Senior Advisory Counsel, Department of Justice.

The Committee continued clause-by-clause consideration of Bill C-163 as follows:

On sub-clause 2(c)

Mr. Johnston moved, seconded by Mr. Cowan, that in line 16, after the word "public", the following words be added, "good and the".

The amendment was negatived on division.

Moved by Mr. McCleave, seconded by Mr. Chatterton,

Resolved,—That sub-clause 2(c) be struck out and the following substituted therefor:

"(c) all persons licensed to carry on broadcasting undertakings have a responsibility for programs they broadcast but the right to freedom of expression, subject only to generally applicable statutes and regulations, is unquestioned;"

Clause 2(c) carried as amended.

On sub-clause 2(d)

Mr. Béchard, moved, seconded by Mr. Prud'homme,

Resolved,—That sub-clause 2(d) be struck out and the following substituted therefor:

"(d) the programming provided by the Canadian broadcasting system should be varied and comprehensive and should provide reasonable opportunity for the expression of conflicting views on matters of public controversy, and the programming provided by each broadcaster should be of high standard, using predominantly Canadian creative and other resources;"

Mr. McCleave moved, second by Mr. Fairweather, that sub-clause 2(d) be amended by the addition of a comma after the word "comprehensive" in line 3 and adding immediately thereafter the words "should contribute to national unity".

The amendment was negatived on division.

Mr. Johnston moved, seconded by Mr. Fairweather, that subclause 2(d) be amended by the addition of the words "and in good taste" after the word "standard" in line 7.

The amendment was negatived on division.

Sub-clauses 2(d) and 2(e) were carried.

On paragraph 2(g) (iv).

Mr. Brewin moved, seconded by Mr. Mather, that paragraph 2(g) (iv) be amended by striking out the words "contribute to the development of national unity".

The amendment was negatived on division.

Sub-clauses 2(g) and 2(h) carried.

On proposed new sub-clause 2(k)

Mr. McCleave moved, seconded by Mr. Reid, that the following new sub-clause 2(k) be added immediately after sub-clause 2(j):

"It is hereby clearly understood and recognized that such objectives are proposed merely as a guide to broadcasting in Canada and are in no way designed to restrict the right of Canadians to receive such radio and television broadcasts as are at present available through the atmosphere or which may become available in future due to technological advances."

The amendment was negatived.

Clause 2, as amended, was carried.

On sub-clause 5(1)

Mr. Jamieson moved, seconded by Mr. Fairweather, that in line 14 of sub-clause 5(1) the words "ten part-time members" be struck out and substituted therefor the words "six part-time members with all members having equal voting powers".

The amendment was negatived on division.

Sub-clause 5(1) was carried.

Clause 5 was carried.

Sub-clause 12(3) was carried.

Clause 12 was carried.

On paragraph 16(1) (b) (ii)

Mr. Jamieson moved, seconded by Mr. McCleave,

Resolved,—That paragraph (1) (b) (ii) of Clause 16 be deleted and subsequent paragraphs be re-numbered accordingly.

On sub-clause 16(2)

Mr. Brewin moved, seconded by Mr. McCleave,

Resolved,—That sub-clause 16(2) be deleted and the following substituted therefor:

"(2) A copy of each regulation or amendment to a regulation that the Commission proposes to make under this section shall be published in the *Canada Gazette* and a reasonable opportunity shall be afforded to licensees and other interested persons to make representations with respect thereto."

Clause 16, as amended, carried.

On clause 17

Mr. Béchard moved, seconded by Mr. Jamieson,

Resolved,—That Clause 17 be amended by:

- (a) striking out subparagraph (ii) of paragraph (a) of subclause (1) thereof and substituting therefor the following:

“(ii) in the case of broadcasting licences issued to the Corporation, as the Executive Committee deems consistent with the provision, *through* the Corporation, of the national broadcasting service contemplated by section 2 of this Act;”

and

- (b) striking out sub-clause (3) thereof and substituting therefor the following:

“(3) If, notwithstanding the consultation provided for in subsection (2), the Executive Committee attaches any condition to a broadcasting licence described in subsection (2) that the Corporation is satisfied would unreasonably impede the provision, *through* the Corporation, of the national broadcasting service contemplated by section 2 of this Act, the Corporation may refer the condition to the Minister for consideration and the Minister, after consultation with the Commission and the Corporation, may give to the Executive Committee a written directive with respect to the condition and the Executive Committee shall comply with such directive.”

Clause 17, as amended, carried.

On proposed sub-clause 23(4)

Mr. Cowan, moved, seconded by Mr. Legault,

Resolved,—That clause 23 be amended by adding thereto the following sub-clause:

“(4) The issue, amendment or renewal by the Commission of any broadcasting licence that has been referred back to the Commission pursuant to subsection (1) and confirmed pursuant to paragraph (d) of subsection (3) may be set aside by order of the Governor in Council made within sixty days after such confirmation.”

Clause 23, as amended, carried.

On clause 3

Mr. Béchard moved, seconded by Mr. Racine,

Resolved,—That clause 3 be amended as follows:

- (a) by striking out paragraphs (e) and (f) of clause 3 thereof and substituting therefor the following:
 - (e) “Corporation” means the Canadian Broadcasting Corporation established by Part III;
 - (f) “Council” means the Canadian Radio-Television Council established by Part II;”

(b) by substituting for "Canadian Radio Commission", wherever it appears in the Bill, the following:

"Canadian Radio-Television Council"

and

(c) by substituting for the word "Commission", wherever it appears in the Bill, the word "Council".

Clause 3, as amended, carried.

Schedules A and B, carried.

The Title carried.

Agreed,—That the Vice-Chairman report Bill C-163 with amendments to the House.

Moved by Mr. Béchard, seconded by Mr. Legault,

Resolved,—That Bill C-163 as amended by this Committee be reprinted.

The Vice-Chairman thanked the Minister, her officials, and the members for their co-operation.

At 3.40 p.m., the Committee adjourned to the call of the Chair.

M. Slack,
Clerk of the Committee.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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Translated by the General Bureau for Translation, Secretary of State.

ALISTAIR FRASER,
The Clerk of the House.

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament

1967-68

STANDING COMMITTEE

ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 8

THURSDAY, FEBRUARY 8, 1968

Respecting
Subject-matter of broadcasting and televising
of Educational Programs.

APPEARING:

The Honourable Judy LaMarsh, Secretary of State.

WITNESS:

Mr. Pierre Juneau, Vice-Chairman, Board of Broadcast Governors.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968



STANDING COMMITTEE ON BROADCASTING, FILMS,
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Basford,	Mr. MacDonald	Mr. Prittie,
Mr. Béchar,	(<i>Prince</i>),	Mr. Prud'homme,
Mr. Brand,	Mr. Mather,	Mr. Régimbal,
Mr. Cowan,	Mr. McCleave,	Mr. Reid,
Mr. Fairweather,	Mr. Munro,	Mr. Richard,
Mr. Goyer,	Mr. Nowlan,	Mr. Sherman,
Mr. Jamieson,	Mr. Nugent,	Mr. Simard—(24).
Mr. Johnston,	Mr. Pelletier,	

M. Slack,
Clerk of the Committee.

*Mr. Pelletier replaced Mr. Laflamme after the sitting of February 8.

ORDERS OF REFERENCE

FRIDAY, November 17, 1967.

Ordered,—That the Standing Committee on Broadcasting, Films and Assistance to the Arts be empowered to consider the subject-matter of broadcasting and televising of Educational Programs.

MONDAY, December 18, 1967.

Ordered,—That the names of Messrs. Goyer, Laflamme, Basford and Munro be substituted for those of Messrs. Legault, Matte, Racine and Tremblay (*Richelieu-Verchères*) on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

THURSDAY, February 8, 1968.

Ordered,—That the name of Mr. Pelletier be substituted for that of Mr. Laflamme on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

Attest:

ALISTAIR FRASER,
The Clerk of the House of Commons.

MINUTES OF PROCEEDINGS

THURSDAY, February 8, 1968.

(19)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 4.00 p.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Basford, Béchard, Berger, Goyer, MacDonald (Prince), Mather, McCleave, Prud'homme, Richard, Sherman, Stanbury—(11).

In attendance: The Honourable Judy LaMarsh, Secretary of State; Mr. G. G. E. Steele, Under Secretary of State; Mr. H. O. R. Hindley, Assistant Under Secretary of State; Mr. Pierre Juneau, Vice-Chairman of the Board of Broadcast Governors, and his consultants, Mr. Robert Russel, President, Orba-film Limited; and Mr. J. Miedzinski, Director, Special Projects, R.C.A. Victor Company Limited.

The Chairman read the Committee's Order of Reference empowering the Committee to consider the subject-matter of broadcasting and televising of Educational Programs.

The Chairman introduced the Minister who made a statement on Educational Television. The Chairman suggested that the Minister could be questioned at a later sitting.

By leave, Miss LaMarsh tabled a document entitled "Educational Broadcasting—Outline of some points for possible Federal legislation" which was ordered printed as an Appendix to the Minutes of Proceedings and Evidence of this day. (*See Appendix B*)

The Chairman referred to the provincial governments who have not yet accepted an invitation to appear before the Committee, and also referred to correspondence with the Province of Quebec.

*Agreed,—*That the Committee print 850 copies in English and 350 copies in French of the Minutes of Proceedings and Evidence relating to the subject-matter of broadcasting and televising of Educational Programs.

The Chairman thanked the Minister for her statement and she was permitted to retire.

Mr. Juneau was called, and after introducing his consultants, Messrs. Russel and Miedzinski, made a statement on various aspects of Educational Broadcasting and referred to developments in this field in the United States and Canada. During Mr. Juneau's presentation, excerpts were shown from the following three films: 1. "How to build a schoolhouse"; 2. "Gullemin"; and 3. "Knowing to learn".

At 5.55 p.m., Mr. Juneau still continuing his statement, the Committee adjourned until 3.30 p.m. on Monday, February 12.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Thursday, February 8, 1968.

The Chairman: Ladies and gentlemen, I am sorry that we are late in starting. An unexpected statement in the House this afternoon prolonged the question period.

On November 17 1967, it was ordered that the Standing Committee on Broadcasting, Films and Assistance to the Arts be empowered to consider the subject matter of the broadcasting and televising of educational programs.

As you know, the commencement of this consideration has been awaiting the passage of the new Broadcasting Act, so that many of us would be free to attend these Committee meetings.

We now have with us, fresh from her appearance in the House of Commons over several weeks, getting the Broadcasting Bill passed, the Secretary of State...

Hon. Judy V. LaMarsh (Secretary of State of Canada): In this corner!

The Chairman: She has a statement to make, which, I understand, could be distributed now.

While that is being done, I might say that we would also like to deal today with an orientation lecture, if you like, on the subject of educational broadcasting, from Mr. Pierre Juneau, Vice-Chairman of the Board of Broadcast Governors. He is with us today not really to speak for the Board of Broadcast Governors at all but as a person informed on the subject of educational broadcasting so that we laymen on this Committee may have a better understanding of the field that we are going to consider.

As our time is limited today my suggestion is that we agree to hear the Minister's presentation without questioning her on it, bearing in mind that we will have opportunity to do that later. We might then go on to hear the words of wisdom from Mr. Juneau so that we will have all the information before we hear witnesses on Tuesday. Would that procedure be agreeable to the Committee?

Mr. MacDonald (Prince): May I make a procedural suggestion for the future, Mr. Chairman? In view of the fact that both the Secretary of State and Mr. Juneau have prepared statements it would have been rather more helpful had they submitted their statements. They could have been circulated to the members of the Committee in advance and we would not have had to have them read, which I suppose is what is going to happen over the next half hour. We would have been able to spend that time a bit more creatively, and actually perhaps have been able to put some preliminary questions to the Minister and Mr. Juneau.

The Chairman: Mr. Juneau's basic material has been distributed, and his remarks will not be nearly so long. This material has, no doubt, been read by most of the members of the Committee.

However, the Secretary of State could hardly distribute in advance something which should not be made public until presented here today. The basic part of her presentation is a draft bill, and that should properly be presented for the first time in the Committee.

Miss LaMarsh, would you proceed?

Mr. Sherman: Mr. Chairman, may I take a moment to ask if this proposal of the Minister's now becomes public?

The Chairman: This is a public meeting.

Mr. Sherman: It can, therefore, be the basis of conversation and questions and answers in public outside this meeting?

The Chairman: Certainly.

Does the Committee agree to the suggested procedure for today?

Some hon. Members: Agreed.

The Chairman: Thank you. Miss LaMarsh?

Miss LaMarsh: Thank you, Mr. Chairman. It is a pleasure to be here, gentlemen. You will find my statement is quite brief. Members will recall that in the White Paper on Broadcasting, the Government acknowledged

the tremendous expansion in the use of educational television expected during the next few years and indicated its intention to consider creating a new federal entity licensed to operate broadcasting facilities for this purpose.

It will be recalled that about a year ago an estimate was brought in but it was decided not to deal with the item in that way. Accordingly, some six months elapsed before it was possible to refer the subject matter of ETV to this Committee.

We also indicated on October 17, 1967, that it was the Government's intention, before proceeding with the presentation of a bill, to provide this Committee with an opportunity to study the whole subject, with every opportunity to hear representations from interested people and organizations. This was done by motion on November 17, 1967, referring the subject matter to this Committee.

To assist the Committee in discharging its task, I wish to present some suggestions.

First of all, there is for circulation—and I would hope, Mr. Chairman, as an addendum to today's proceedings—a working document which is prepared in the form of, but is not, a draft bill. It will be appreciated that it cannot be a draft bill because no such document has had first reading in the House.

This document contains a number of legislative points that we think should be considered. It is really offered with the intent of giving some shape to your discussion, because it is a very broad field and rather difficult to discuss unless you follow some kind of pattern.

I do not propose to read that, Mr. Chairman. I have sufficient copies for distribution and I suggest that perhaps the Committee might decide to have it printed.

The Chairman: Is it agreed that the Minister have permission to table this document, that it be distributed to members and be printed as an appendix to today's proceedings?

Some hon. Members: Agreed.

Miss LaMarsh: It is hoped that a draft bill will be prepared after the Committee has heard all the representations and made a report.

The points in the document now being distributed are the government's present thoughts about this matter, but, of course, very great

weight will be given to the report that this Committee makes on this subject.

Perhaps, Mr. Chairman, I should draw your attention to the major principles in the draft document.

The first thing that must be very clear is that federal policies in the field of communications, which is a Federal responsibility, must not be allowed to impede, but, indeed, should be directed to assisting provincial authorities in discharging their constitutional responsibilities for education.

Accordingly, the Government will seek approval for the establishment of a new federal agency to hold licences, to operate educational broadcasting facilities and to negotiate with provincial authorities for their use, as a matter of priority, over other users. The principal use of the proposed facilities would be for purposes coming under provincial jurisdiction. For this reason the responsibility for the production and programming of educational material which would be broadcast over these federal facilities, would belong primarily to provincial authorities. As a consequence it would be expected that the task of providing production facilities would also belong to provincial and other educational authorities. The new agency would be subject to the authority and regulatory powers of the Canadian Radio-Television Commission to be established under the new Broadcasting Act.

The new agency then would be established with powers to establish, equip, maintain and operate broadcasting undertakings for the broadcast of educational programs and to acquire such undertakings; to enter into agreements with educational authorities for the broadcasting of educational programs produced under their authority; to cooperate with educational authorities, in facilitating educational broadcasting; and to carry out such other duties in providing educational broadcasting facilities as the Governor-in-Council may be empowered by statute to assign.

Again I want to stress that the educational authority designated by each provincial government, which might be their Department of Education, or a private group, or an affiliated group, partly governmental and partly private, would have the first claim on the transmitting facilities for the broadcasting of its own educational programs, and that generally our responsibility as a federal agency would be limited to providing those transmission facilities.

It follows that a useful definition of the phrase "educational television programming" is needed. This in fact was formulated at the International Conference on Educational Television in Paris in the spring of 1967. Its report stated in substance that educational television programming has three primary characteristics. First, the objective of such programming is the systematic acquisition or improvement of knowledge; Second, achievement of the objective is to be attained only through regular and progressive programming; third, the results achieved by the participants in the programs must be capable of being ascertained by examinations if possible, or by some other means of supervision and checking.

We recognize that besides the educational authorities of the provinces, Canadian universities and organizations such as the Canadian Association for Adult Education have a legitimate interest in using the facilities of the new agency. Many of them, indeed, have indicated an interest in going far beyond the kind of programming that I have just defined.

Therefore, the contemplated legislation should provide for access by these other organizations to the federally-operated facilities; but, again, we have to remember that there must be maintained the absolute priority of the provincial educational authorities first to satisfy their own requirements.

The question has already been frequently asked why the CBC was not chosen as the Crown agency best suited to conduct this form of public service instead of going to all the difficulty of creating a new body. At first—and many people have so argued—this would appear to be a very convenient solution, and we discussed it at some length as a possible approach. However, we reached the conclusion that, given the CBC's present responsibility for program activities vis-à-vis the role proposed for the new agency, there should not be any attempt to combine what might be confusing, and, indeed, even conflicting responsibilities and activities.

As you all know, the CBC essentially is the chosen instrument to provide the national broadcasting service as was discussed under the Broadcasting Act, but the role of the ETV agency is to provide transmitting facilities for educational programming and broadcasting, a role so different from that of the CBC that it seems desirable to have distinct organizations to carry out these very different functions.

Having said that, however, I hasten to add that there is no doubt that the directors of the

new agency would wish to consult the CBC as well as other broadcasters in regard to the technical problems involved in the best use of existing facilities and the creation of new facilities for educational television. It may even be that the CBC or the National Film Board or both will provide assistance in the production of programming material, but I should stress again that is not going to be the role of the new agency, nor is it the role of the CBC and the National Film Board. It is the responsibility of the educational authorities and if they wish to use the services of the CBC and the Film Board, it will be only at their request and under special contractual arrangement.

In the effective operation of an educational broadcasting system, the government realizes that cooperation among the provinces will be necessary for their own good in such operations as buying, selling, sponsoring, storing, cataloguing, transferring and exchanging program material. We will do everything we can to facilitate this co-operation. However, we will not assume the provincial responsibilities in this regard since they are the ones who have to decide what is in their curricula, what they can use and what they will be able to sell or rent of their own material.

The co-operation among the provinces will probably be facilitated by the nature of new transmission facilities which are now being developed. We are aware, and if the members of the Committee are not they will be in the course of the representation before them, of current progress in the field of communications satellites which suggests that a radically new and highly efficient distribution system may soon be available for many uses, both in the educational television field and in other areas of communication such as extension of service to remote areas.

So far television broadcasting in this country has been confined to the VHF band of channels, the majority of which already are taken up or committed to use in the near future. Accordingly, the government, through the Department of Transport and with the cooperation of the BBG, has given detailed consideration to the opening up of the Ultra High Frequency band of channels, with special regard to its use for educational television.

We believe that for most areas of the country the reservation of any of the remaining VHF channels would limit the future growth of regular broadcasting without, at the same

time, providing a uniform national solution to the problem of educational broadcasting. Therefore, we believe, as a matter of national policy applicable to all areas, that educational television facilities should be developed on the UHF band. That does not mean that all UHF bands should be devoted to ETV.

This approach, of course, presents some difficulties in regard to the availability of television sets equipped now to receive UHF channels. This Committee has already made note of the fact that very few of them in Canada are capable of such reception. Existing sets, we are informed, can be modified without technical difficulty at costs ranging from \$25 to \$50. This is not very much for an individual classroom. So, then, modification will not pose much of a problem for schools and other educational institutions which stand to benefit from educational television, but it is an obvious detriment to achieving widespread public viewing at an early date.

A long-term solution, I think, must be that future production in Canada or imports will incorporate UHF channels on television sets.

In the United States, where UHF channels are already in use, I think members of the Committee know that manufacturers are required by federal legislation to offer the public only receivers equipped with reception of both VHF and UHF channels. Accordingly, the new Broadcasting Act includes, as an amendment to the Radio Act, a provision which would empower the Governor in Council to require that all television receivers offered for sale in Canada be capable of receiving both VHF and UHF channels. You will find that in Bill C-163, clause 50, 1(b) (ii).

CATV operators, I might add, may provide their half-million or so subscribers in Canada with access to the future UHF educational outlets in their areas without the need for any modification of the subscribers' receivers.

As I said originally, we look forward to this Committee making a very wide-ranging investigation going, I hope, beyond the draft bill into the state of preparedness of various bodies with respect to UHF and ETV in the country. I know there is even some suggestion that you go beyond educational television into educational radio as well. This is not like a discussion of the Broadcasting bill; it is, rather, a very new field in which there are very rapid technological changes and it is a responsibility of the members of the Committee, and certainly of the government, to realize that a great deal of money could be

invested over the next short fall in providing ETV facilities, but it will have to be paid for by someone, and I think it is probably agreed that it should not be an ultimate cost to the federal government.

So, before the Committee recommends or the government wishes to get into these major expenditures in this field, I think all of us will want to be satisfied that this kind of system will not be overrun by technological change in the short foreseeable future.

There is much to learn about this, and we have asked Mr. Juneau over the last two years or so to make a special study of the subject so that the Governor in Council could be advised, and in order that we would have a particularly knowledgeable person. As he will tell you he has had many discussions with the CBC, other broadcasters and, in particular, with the provinces regarding their future requirements.

I only wish I could be present all the time myself, Mr. Chairman. I think this is perhaps one of the really exciting fields opening in the country. I know members of the Committee will give it long and careful thought, and I will have to be satisfied, I suppose, with reading the day's *Proceedings*. So, when you want me back I will be very happy to come any time.

The Chairman: Thank you very much, Miss LaMarsh. I think we can assure you that the Committee will give this subject its thorough consideration. Already we have scheduled meetings until and including March 7. There are a great many provincial governments and representative groups that wish to present their views to this Committee. There are, I believe, three provinces that have not yet accepted our invitation to make a presentation.

Mr. Prud'homme: Mr. Chairman, would you identify those provinces?

The Chairman: From east to west they are Prince Edward Island, Quebec and British Columbia. We do not have a refusal from Prince Edward Island or British Columbia; we do have a letter from the Deputy Minister of Education of Quebec, in response to my letters of April 13, 1967; November 21, 1967, and January 16, 1968.

I wrote to the Deputy Minister of Education of Quebec on April 13, 1967; again on November 21, 1967, and the Clerk of the Committee wrote to him on January 16, 1968.

I was favoured with his reply dated the February 1, 1968, which indicated that the government of Quebec did not intend to present its views to this Committee and suggested that its opinions on this subject were well known to the federal government. I have made enquiries in an effort to find out in what way those views have been made well known, but I have not been successful in finding any communication which outlines those views.

An hon. Member: By television.

The Chairman: It is to be hoped that we will have the benefit of the views of all provinces but at present we have an acceptance of our invitation from seven provinces.

I think the practice during this session is to have the *Proceedings* of committees printed in quantities of 850 copies in English and 350 copies in French. Is it agreed that the *Proceedings* of this series of hearings be produced in that fashion?

Some hon. Members: Agreed.

The Chairman: Now, may I call on Mr. Pierre Juneau, the Vice-Chairman of the Board of Broadcast Governors, to make his presentation and may I thank the Minister and invite her to come back at a later date.

Mr. Goyer: Mr. Chairman, can we assume that the British Columbia government will present its views to the Committee in the near future?

The Chairman: I am afraid I cannot answer that question. I know that this coming week-end there is an important conference in Vancouver on the subject of educational broadcasting under the sponsorship, in part at least, of the government of British Columbia and it may be that they are awaiting the results of that conference before answering our invitation.

Mr. Pierre Juneau (Vice-Chairman, Board of Broadcast Governors): Mr. Chairman, you and the Minister, Miss LaMarsh, have put up two considerable handicaps; you have referred to my wisdom, and Miss LaMarsh to two years of study. I will not comment on my wisdom; I will let the members judge that. So far as two years of study is concerned, they were interspersed with a few other responsibilities at the BBG.

[Translation]

Gentlemen, the chairman of the Committee, Mr. Stanbury, asked me some time ago to prepare a few notes describing recent developments in educational television and the general framework within which it exists in North America, studying certain particular aspects of this teaching method and determining its place among the other contemporary techniques and in the general current of change now affecting the entire educational world.

I would like to point out that if I occasionally refer to theories of education, this is not because I feel that these matters are within my sphere of competence, that of the BBG or even that of the federal government, but because it seems necessary to understand the context within which we shall be examining the question of educational television more closely.

Before I go any further, I would also like to mention that I have been accompanied today by two consultants who helped us prepare these notes and the information book which we sent to all the members of the Committee: Mr. Robert Russel and Mr. J. Miedzinski.

Mr. Robert Russel is a researcher and expert in non-technical communication, and Mr. Miedzinski is a research scientist, if I may use the expression, in the field of communications in the more technical sense. He spent several years with the Defence Research Board and is presently employed by RCA. Obviously, his presence here today is on a strictly personal basis and as a consultant for the BBG.

The chairman, Mr. Stanbury, has already emphasized the fact that I am not here to provide information or to lay down any policy whatsoever. As for the policy which the BBG may have as regards educational television or which the new CFDC might have as regards educational television. If necessary, I assume that the chairman of the BBG will be invited to express his opinions on this matter. I would also like to say that, naturally, even if it is somewhat long, I will be giving you a general description of the various questions regarding educational television rather than an exhaustive discussion of the entire matter, which would be impossible.

I do not feel that educational television can be considered out of context. It is not a separate system complete in itself, unlike other

broadcasting or teaching techniques and associated with a stable, fixed and definitive educational world.

After fifteen years in existence, educational television is still flexible and varied in techniques and use. It is also difficult to define, and the educational world itself is undergoing basic transformations.

With your permission, then (you see that I am using a certain form of technology myself, I would like to show a short film outlining this revolution in education and the philosophy on which it is based.

After describing the background to educational television, I would like to show how it enters into this evolution at the elementary, secondary and university levels, and also in the field of adult education. Lastly, it would perhaps be useful to point out...

[English]

An hon. Member: I do not hear the translation. Would you mind stopping for a minute?

Mr. Juneau: Where have you lost it, sir?

An hon. Member: About one paragraph back.

Mr. Juneau: I was saying that with your permission I would like to use a little bit of technology myself and use a film to give the background of educational television to show how it fits into the general evolution at the various levels and also at the level of continuing education.

Finally, I would like to say a few words about the "knowledge industry".

[Translation]

Thus, the most fundamental technological element, the school itself, or what we might call the physical aspect of the current revolution.

The film which we are about to see was made by an American company.

[English]

The Chairman: Excuse me, Mr. Juneau. Apparently the rather makeshift arrangements in this room are not too efficient. Is translation available again?

[Translation]

Mr. Juneau: The film, then, was made by an American company for an American foundation concerned with educational materials. We have shortened it somewhat in order to avoid details which would not be of any use

to you. I might apologize, in passing, although we are not responsible, for the rather grandiloquent tone of the commentary, but I think you have already seen similar examples.

I would also like to thank the National Film Board for making all the necessary arrangements for showing this film.

(At this point the film was shown)

[Translation]

Mr. Juneau: As you have seen in the film, we are not speaking about a potential revolution, but about a revolution in progress.

With 300 minutes in a day and with 30 students, a teacher cannot, in principle, devote more than 10 minutes to each student. In practice, with the traditional methods, the truth would be closer to 2 or 3 minutes per day. With team teaching and with groups of different sizes, a teacher can take care of a large group and free his colleagues to take care of smaller groups.

On the whole, a saving of time is realized. Many modern technical instruments allow a multiplication of these savings and a better use of them. The most popular of these instruments, known to many of you, is the diagraph, or what is known in English as the overhead projector.

Everyone also knows, or even uses presently, probably the Chairman himself, language laboratories where each student can teach himself by working directly with the instrument. It goes without saying that this type of laboratory—we have chosen one of a rather simple type in the film—also promotes a great saving of time for the teachers.

Programmed teaching machines have been conceived from the principle that a trip is taken in stages. The psychologists cut up the programme into a series of stages the limits of which can be clearly defined and measured. The teaching machine then guides the student through these stages by a multitude of separate steps. The best machines even offer many routes, so that the students can choose their routes in accordance with their ability and aptitude.

The student working at his machine has the satisfaction of advancing at his own rhythm, and the teacher, on the other hand, can pay more attention to the students who need it more.

Very recently, some large electronic companies have put on the market computers where each outlet is an individual teaching machine. These teaching machines under the control of

a computer, offer to each student difficulties tailored to his needs, and his progress is that much faster.

All this equipment tends to individualize teaching and to free the teacher, but this is only half of the revolution. The other half of the revolution comes from the use of mass media or of collective means in auditoriums of various sizes. The film has shown quickly how this method works. By increasing classes, using amphitheatres or cafeterias, a great number of students can be taught at the same time and, thereby, teachers are freed for other duties.

Thus, two factors of efficiency and flexibility: technological aids which individualize teaching and school television which increases the efficiency of collective teaching. These instruments give to each student a complete variety of quality and a stimulus.

These techniques, however, on the other hand, involve some problems. It becomes extremely difficult to organize the school and to arrange schedules. And, here again, the use of computers is mentioned to help in the organization of the courses themselves, to keep the principal and the teachers informed of the students' progress and to assist in the establishment of the complex schedules for teachers and students.

It is quite certain that this revolution is far from finished. Computers and school television are expensive and computer programmes are still not quite satisfactory. Nevertheless, methods and systems, which are starting to establish themselves in the field of education, are the same which are presently upsetting the organization of industry, of business, of public administration and even of the army. Also, in many places, institutes are being established in universities for research and study in the reorganization of education. Furthermore, we have here in Ontario the "Institute for Studies and Education" which is affiliated with the University of Toronto, one of the most important centres of this kind.

It is in this gamut of changes that school television is introduced. School television is also an international phenomenon, it is found in Europe, and again in Japan, and I think that for us, in Canada, as we are North Americans, the most interesting examples are mainly Canadian and maybe American, not only because we agree with all the systems used in the United States or because we agree with the teaching conceptions, but also because there is no doubt that the many

experiments carried out in the United States, that the money invested in school television make of this country a laboratory immediately available to us and an interesting source of teaching methods and examples.

School television was established in the United States in 1952. It is in 1952 that the FCC, the "Federal Communications Commission", placed 242 television channels at the disposal of educational and non-profit organizations.

There is no doubt that this was, in part, a reaction from dissatisfied liberal elements of commercial television and an attempt to create, in the United States, something which would have the same duties as the C.B.C. here. In other words, the concept held then of educational television, or the reality covered by the word "educational", were much more confused or, at any rate, much wider and complicated than the concept held at the moment, or much larger than the problem we have to consider.

There are presently 130 educational television stations in the United States, and 62 others will be on the air before the end of 1968. There were many slowdowns in this development of educational television, but the National Centre for School and College Television reveals that in 1961 educational television was reaching 2.25 million students, and that in 1965 this number has reached 6.5 million.

The rhythm of increase is figured at approximately 25 per cent per year. Recently, the question was cleared up to a great extent by the report of the Carnegie Commission, of which you have no doubt heard, and which establishes a distinction between public television, as it is now known in the United States, and educational or more properly school television.

And the President of the United States recently signed a bill which allocates approximately 9 million dollars (although some of the amounts were recently changed, but roughly a total of about 9 million dollars) for the establishment of a public television corporation. The same bill provides for half a million dollars to be used for study and research on so-called school television.

One particularly difficult problem, one which is mentioned very often and consists in knowing where school television ends and where public or cultural television starts. I felt that one way of attacking this problem was to consider the various definitions presently circulating. I begin with a definition

from Doctor Lou Miller, Director of Educational Television at Scarborough College in Toronto, who thinks that school television is characterized by, and I quote:

[English]

a two-way or feedback relationship between educator-broadcaster and student.

That is not a very long reference to Scarborough but I will have a further opportunity later.

[Translation]

As to the "British Broadcasting Corporation", they believe that, and I quote again:

[English]

... all educational programs have the following elements in common (a) like other educational communications they are addressed to defined audiences, and have specific ends in view; (b) ... they depend for their effectiveness on sustained and continuous voluntary attention for a determinate period; (c) educational programmes are designed to communicate with remote, imperfectly known, and sometimes heterogeneous audiences...

They therefore call for a clear definition and adequate descriptive account of the intended audience and on arrangements for a continuing feedback from it.

[Translation]

Last spring, at its International Congress, the European Broadcasting Union described, as far as it was concerned, four characteristics of the school broadcast, and Miss La-Marsh mentioned them a while ago. I quote again:

What distinguishes these broadcasts from others is the systematic acquisition or improvement of knowledge, the regular and progressive programming, the use of supporting documents and manuals and the active participation of the student, confirmed by examinations if possible and, at any rate, by the control and verification of results.

Therefore, this regard for feedback or return information is practically world-wide. Defining school television in relation with the experiment being carried out by the Quebec Government in the Saguenay-Lake Saint John district, Guy Messier stressed the fact that a television broadcast without systematic

feedback is a cultural broadcast and not an educational broadcast.

We could also quote a definition taken from a study made for the Royal Commission on Constitutional Problems by Mr. Arthur Tremblay, who to-day is Quebec Deputy Minister of Education, and with whom the Chairman corresponded briefly. I quote:

We have been led to define education as the system of reciprocal exchanges established between a teacher and a student toward the development or education of the student. According to this definition, what characterizes education concretely and permits, we believe, to identify with the least arbitrary choice possible an activity, an object, a person, a certain fact as belonging to education, is firstly and without doubt the confrontation of two subjects, one of which plays the role of teacher and the other that of pupil.

It is also the essential fact that the teacher deliberately pursues and directs the education of the student, but it is mainly the fact that between one and the other there are reciprocal exchanges, the fact of a certain reciprocity in their relations. It is finally the fact that this reciprocity is systematic, organized according to a certain diagram which, enriched with methods, defines a role and determined gestures for each.

Therefore, these recent definitions of education can differ on certain points, but they have some common factors. First, it seems that everyone agrees on the necessity of distinguishing between school television and cultural enrichment television, but mainly the accent is placed on the systematic and progressive aspect of the presentation of the contents to a clearly defined public, and on the need for manuals and other work documents. In fact, feedback is always a prerequisite.

[English]

Perhaps I should now speak about the various aspects of educational broadcasting. As it was mentioned earlier, there are many different kinds of ETV systems and I think the most often-cited example in North America is probably that of Hagerstown, Maryland, in Washington County. As you know, education in the United States is a prerogative of the state and, in fact, each of the 23,000 school districts has considerable freedom in autonomy, therefore in a way we can consider our-

selves fortunate. Hagerstown represents one of the 23,000 boards. It is a relatively small system and it services 25,000 students from the elementary to the high school level inclusive. They rarely use ETV for more than 10 or 15 per cent of any given class. This means that with their four channels there is almost regular use of ETV in the classroom. The other channels—they have six altogether—are used for teachers who want special material transmitted to their classrooms. They are also used by teachers who want certain lectures repeated in their classroom. In a sense it approaches a demand system of broadcasting.

In most parts of North America the growth of primary and secondary school populations is stabilized at a manageable 2 to 4 per cent, but when the population spurts dramatically in certain areas you are then likely to have a chaotic situation, and it is here that ETV sometimes has a very special role to play. This is the sort of thing that happened in Miami, where the Dade County Board of Public Instruction decided to cope with the sudden shortage of schools and teachers through a radical use of ETV. From Grade 5 through to Grade 11 practically all the students have one long period a day of direct teaching by ETV. For the ETV classes the students are massed together into groups of 200 to 600 in the auditorium or cafeteria under the direction of a teacher and an assistant. Five days a week their course, be it History, or Civics or English or Science, follows a 27 minute ETV programme with 27 minutes of preparation and followup. In this type of operation the burden of direct teaching is on television rather than on the classroom teacher. Of course, it is an extreme use of television and, as you can well imagine, not everyone is in agreement with it. However, Florida has pioneered in educational innovations generally and the considerable use of ETV for direct instruction to large classes has several advantages. In the next film I intend to show a French teacher doing that sort of teaching, and it will give you an example of how effective it can be sometimes.

The next example which could be mentioned is MPATI, or the Mid-west Program for Airborne Television Instruction, where a pair of converted DC-6's take turns in flying figure eights over Montpelier, Indiana, during school hours. Each of the planes carries two UHF transmitters, a number of videotape players and some five hours of instructional programming for each transmitter. Schools

within a 400 mile radius, which includes Chicago, Louisville, Detroit, Cleveland, Cincinnati and several thousand villages and towns, can subscribe to the service at a cost of \$2 per pupil per year. It is said that without the planes this system would require 38 transmitters to cover the subscribing schools.

In contrast to this very spread-out population, New York City's Catholic School Commission is one you hear a lot about. It reaches its densely-populated diocesan schools with a 3-channel 25 Hertz system. This sounds very complicated but there is a short description of it in the black books which we have distributed. It is really the upper part of the micro-wave band which in the United States and Canada is available for point-to-point distribution for school systems. For something like a year the Catholic schools of New York City have been using a system of that kind. You can immediately see the advantage of it. This part of the band allows one organization to use, for instance, four bands simultaneously, and in this way it multiplies the number of programs that can be transmitted at one time. There are problems, of course; the transmission is rather short range and the antennas are a little costly. Because they are costly they cannot be used by individuals. They cost about \$3,500, so they are not too costly for schools.

As we are talking about the history of ETV in the United States, I should point out that generally speaking it is not systems but is really individual stations. Systems are not very frequent. The most well-known individual station is WGBH in Boston, which is the key station for what the Americans call the Eastern Educational Network. Here again I should point out that "educational" is taken in the broad sense which really is not different from the general purposes of the CBC, although they do more school broadcasting than does the CBC. Of course, one very important difference is that they are not commercial at all; they do not carry any commercial programs.

In Canada, as we know, there are no stations licensed especially for education as yet, and educational broadcasting in the provinces has been a collaborative effort between the provincial school boards or departments of education and the CBC or private stations, many of which have been generous with time, equipment, studios and production personnel.

The CBC, of course, has played a particularly important role. They maintain a staff of highly trained educational specialists to explore, produce and advise. They collaborate generously with provincial authorities in the production of curricula programs and, as well, they originate in English the twice-weekly Canadian school telecasts which bring the non-curricula enrichment programming to schools all across Canada.

Together with the leading private stations in Canada, the CBC has set commendable standards in ETV and enrichment programming. We have heard also of regional association such as META in Toronto, or Metropolitan Educational Television Association, representing various educational, social and cultural institutions within the area.

Because of the co-operation of the CBC and private stations in organizations like META there is some ETV activity in practically all provinces across Canada with Nova Scotia, Ontario, Quebec and Alberta being the most active. Because of broadcast schedules, however, this activity usually is confined to an hour or so in the morning.

One interesting experience has been one known by the name of "KEN" or North Kamloops Educational Network. The high schools and two elementary schools there are linked together by cable with 59 classroom sets able to receive programs on either of the two channels. "KEN" is very much a part of the schools' life, the equipment is manned by students and used for all sorts of activities, sports, conventions, dramatics and so on.

Then there are some school boards that have been particularly active, among them the Ottawa School Board which produces 100 half-hour programs a year, and since these are repeated it represents over 100 hours of broadcasting time.

The Ottawa School Board has a full-time inspector and a staff of seven teachers researching and producing programs and planning new series and trying new experiments. Their programs are of high quality and often receive national awards. This season the Board, following the Kamloops lead, is considering the installations of a closed-circuit system in three central Ottawa schools connected by cable with a number of videotape machines to distribute programs on demand to the teachers in those schools.

In July, 1966, the Department of Education of the Province of Ontario established an

ETV branch in Toronto to undertake the development of what may well become one of the world's largest and most productive ETV systems. This group now is in its second season, and it employs 100 producers, technicians, pedagogues, an administrator and it has a budget this year of \$3 million. It is currently producing 22 separate ETV series for broadcast by commercial or CBC stations throughout the province.

Budgets for these programs are sometimes comparable to those of the CBC and they average considerably higher than those of American instructional programs. One of the big problems of American stations which probably you have read about is the fact that their budgets have been extremely low. For instance, I was referring earlier to Hagerstown. When I was there some three years ago the budget per TV program was something like \$150 and that included everything, so a lot of the criticisms that have been made against ETV in the United States argue to the fact that some people succeeded in convincing the authorities to set up an ETV program and that is all the convincing they could do.

Not enough money was invested in the system, really, to make it work; the conviction on the part of the authorities was not sufficient. On the whole, most of the time—and the Carnegie Report describes that very well—they have been half-hearted enterprises and, because of that, not always very successful, WGBH being a remarkable exception to that situation.

The department in Toronto, of course, produces manuals for each program with suggestions for use. Also they have mobile vans—I think they have five or six at the moment—travelling around the province to explain the use of ETV, demonstrate and establish contacts with teachers and so on. The branch also offers to the schools of the province a grant of \$270—the price of a classroom receiver—for each 180 pupils each year, so that in a period of approximately six years all the classrooms of a school can be equipped with monitors at the department's expense.

The plans of the province, which they eventually would like to discuss with the federal authority if there is a decision by the federal Parliament in this instance, provide for five key stations in the province, probably in Toronto, Ottawa, London, Sudbury and the Lakehead region, each able to originate programs with 28 smaller transmitters without origination capacity.

Also in the plans of the branch there is the idea of using the 25 MHz band for a further more flexible distribution system. This system would permit the distribution of four programs at the same time and would, because of that, render the scheduling problem much easier. They are also considering the use of a low-cost program storage system about which I will speak a little later. Since the branch will appear, I think, before the Committee, I am sure you will have more details of their plans.

Though Ontario is active and ambitious in its ETV planning, it is by no means alone. The various school boards of Quebec have been and are actively engaging in ETV programming, using available time on private and public stations. The department in Quebec has just recently launched a \$3 million ETV project for adults in the Lac St. Jean district, of which I will speak further.

Alberta also is very anxious to move and in Edmonton there is an association similar to META in Toronto. It is called "MEETA"—Metropolitan Edmonton Educational Television Association—which has been interested in setting up educational television stations and, in fact, has been in touch with the BBG and the Department of Transport quite some time ago in the hope of operating on channel 11 in Edmonton.

Probably you have heard of the conference that has taken place in Newfoundland, organized by the government of Newfoundland with the help of ARDA and the BBG in the fall of 1966, and I think you have the abridged transcript of that conference.

Also in the book you will find the announcement of the BBG further to the hearing of October, 1966, on the opening of the UHF band, which also refers to the considerations that were made at that time on the question of ETV.

At this point I would like to refer to what seemed to me to be four basic problems in relation to educational television and say a few words about each of those problems. Apparently these are the problems that come up any time ETV is considered.

The first problem is the general attitude of caution on the part of teachers in the field towards a new system for which they have neither been trained nor prepared. ETV involves a great deal of co-operation from them, working as part of a team, rearranging their schedules to meet the exigencies of

television, adjusting their teaching pace to that of a television series, working with larger or smaller classes than those they are used to handling.

A second problem concerns the possible conflicts between the classroom and studio teacher. The classroom teacher is used to considerable autonomy in the presentation of the curriculum, and may find the studio teacher's approach and rhythm working at cross purposes with him. ETV authorities admit the teacher may have to sacrifice some of his freedom in accepting this new medium, but if the programs are supported by good teachers' manuals describing the programs accurately and offering good preparation and follow-up suggestions, they feel he should be able to integrate the television material into his course smoothly and effectively. They also believe he will learn a great deal about effective teaching from watching the studio teacher and that by becoming part of a teaching team he will be supported by the tremendous authority inherent in the medium.

The third problem—and a very important one—is that of the remoteness or impersonality of the medium, the lack of personal contact with the student. Of course, a bad teacher in a classroom will be even worse on television, but experience has shown that a good ETV teacher has many factors in his favour. One thing that will be apparent from the two films I want to show is that in a group a TV teacher talks directly to each individual, whereas a teacher in a classroom does not do that, nor am I doing it here. You cannot spread your attention over a large group of people.

Second, the studio teacher has the opportunity to improve his performance through self-observation on playback and through the criticism and help of the professionals in the studio and all those who watch his teaching on the screen. One of the things that perhaps we do not realize about the traditional methods of teaching is that there is nothing more secret than the performance of a teacher in his classroom. ETV teaching is done in the open. The other teachers can see it, the principals can see it, the supervisors can see it and it can give rise to all kinds of discussions about the effectiveness of the teaching.

At this point I would like to show a short excerpt from courses given by Professor Henri Guillemin on the French network of the CBC. These are lectures on history and literature.

Mr. Sherman: Mr. Chairman, I would like to ask one brief question. The area of problems you have been discussing has been very interesting and I take it that it has been demonstrated there is no significant problem of authority or discipline where educational television is concerned; that is, authority, discipline or conduct in classes studying under the ETV system. I assume this is so, or you would have cited it as one of the major problems in the field.

Mr. Juneau: I have not encountered that problem either in literature or in visits. There is always a teacher in the classroom and if there is a large group in an auditorium, one rather obvious thing that I have not mentioned is that there are, of course, a number of sets. There may be one set for 10 or 15 students, so there is a closeness between the students and the set and there is always a teacher or even more than one if it is a very large group.

When you have a very large group and the teaching is not very good, there is probably less attention in a normal classroom. I have seen examples of this which were quite distressing, where the course was very dull and where 150 or so youngsters of ages 10, 11 and 12 paid little attention and it was a rather miserable situation.

Mr. Sherman: Thank you.

(At this point film shown)

Mr. Juneau: Of course, this may be difficult to follow for people who do not know French but I think that you have an idea of the sort of warm and direct relationship that you can have with a good teacher. This is a controversial matter, but with the shortage of teachers and the existence of remarkable teachers in any group or country or province or school board or school, some people are talking of the possibility of making use of extraordinary talents. If you have a very remarkable teacher, why would his ability not be available for very large groups of students all over a country? This particular gentleman is Swiss, although he has been teaching in France most of his life. Over the last few years the CBC has been carrying his lectures on television, and although they started very late in the evening he became so popular that they then ran his courses at 8:30 or 9:00 in the middle of the week. A year or two ago an impresario, an agent in Montreal, thought of renting a theatre and selling tickets and for some time he gave lectures and the house was sold

out night after night. The idea itself is controversial in the entertainment world and probably would be ten times more so in the educational world, but you could talk of or at least think of a sort of star system in the educational field if it would accelerate and improve the transmission of knowledge and information and make it more stimulating. There are fewer drop-outs from the entertainment field than from the educational field.

The Chairman: Is he a member of ACTRA?

Mr. Juneau: I am sure he is or actually should be.

Mr. Richard: But you have a copyright problem that comes along, but I suppose we will talk about that later.

Mr. Juneau: One would hope that you would not find all the same problems—that you would have a difference. You have unions for teachers at the moment and certainly you would have some on educational television but they would not necessarily be the same as in the entertainment world.

The following sequence is from a National Film Board documentary called "Knowing to Learn", "Comment savoir", which was produced originally in French by Claude Jutra and shows how in Hagerstown an ETV French teacher communicates with the students as if she were in the classroom and also how she used actual visits to the classrooms to improve her relationship with the children and with the classroom teachers.

In the three problem areas of the introduction of ETV to the classroom, the possible conflict between classroom and studio teachers and the danger of impersonality of the medium, a great deal of progress has been made in recent years through the development of measurements, field testing and other social science technique; questionnaires, forms, desk interviews, and so on, have been helpful in keeping the purpose in mind and controlling, if necessary, any superfluous artistic ambition on the part of ETV producers. The purpose of ETV is not necessarily to produce aesthetic or prize-winning programs but to help students learn; and that in itself, if successful, is a work of art.

The fourth and last problem, a thorny one, is the question of scheduling. Everyone can easily imagine the problems involved here: the question of placing the TV lesson in the school schedule. For instance, a high school principal may not be able to schedule grade 9

physics at 11 a.m. because periods in his school change at ten past the hour. The problem is not as great in lower grades but it is much more difficult at the high school level. It seems that the answer to this problem is technological. Means have to be found to bring programming under the control and scheduling of the teacher and the school authorities. Various multi-channel systems have been developed; combinations of closed-circuit and open-circuit broadcasting would permit the individual teacher to tune in a particular program at her convenience. In other words, demand broadcasting. Sometimes this is done by installing a videotape machine in the school and storing the programs as they come off the air for replay on demand. This has the advantage that the teacher can preview a program and decide on the most effective way of introducing it to her class.

I mentioned earlier that the Ontario Department of Education is thinking of using the 2500 mhz band which offers more channels. The program on each of the four channels would be repeated over and over again during the day, which would give the high school principal considerable latitude in constructing his class timetable. The department plans to send the program material to the regional transmitters perhaps during the hours between midnight and dawn using the UHF transmitters, for instance, where it will be stored on videotape for the next day's transmission to the high schools.

Perhaps we could break here if you want.

The Chairman: All right. May I ask for an indication from the members of the Committee whether they would prefer to come back for the remainder of Mr. Juneau's presentation this evening, at 9:30, tomorrow morning or at 3:30 on Monday afternoon after Orders of the Day?

Some hon. Members: Monday afternoon.

The Chairman: Is it agreed that we meet at 3:30 Monday afternoon?

Some hon. Members: Agreed.

The Chairman: Thank you for the first part of your presentation at least. I can see that this is going to be an educational process for the members of the Committee. Thank you, too, for distributing to each of us your reference handbook on educational television which I hope members will carefully preserve and keep with them throughout the hearings so that they can relate the testimony to the facts which are in this handbook.

I want to correct one statement which I made earlier in the day. There is another province which has indicated it will not be appearing, and that is Newfoundland. A letter from the Department of Education of Newfoundland will be distributed at the beginning of our meeting on Tuesday. Mr. Juneau has made reference to a very important conference which was held in Newfoundland, and I think that anyone interested in the views of Newfoundland authorities can find much on this point in the report of that conference, which has been distributed to all members.

Mr. Prud'homme: Mr. Chairman, may I ask if this is the same stand as the Quebec one?

The Chairman: No. They have simply indicated that they are not prepared to add anything at the moment to our study of this subject and they express an opinion on one aspect of our studies. That is why I am distributing the letter to you at the beginning of the hearing of witnesses on Tuesday.

Mr. MacDonald (Prince): Mr. Chairman, has Mr. Juneau copies of his remarks for distribution?

The Chairman: I think you will have noticed that his remarks are somewhat difficult to put into written form completely, and if you will permit him, I think he would rather be somewhat flexible.

The meeting is adjourned. Thank you.

APPENDIX "B"

EDUCATIONAL BROADCASTING
OUTLINE
OF
SOME POINTS
FOR POSSIBLE
FEDERAL LEGISLATION

(Submission to the Standing Committee on
Broadcasting, Films and Assistance to the
Arts)

February 8, 1968.

INTRODUCTION

In the course of introducing the Broadcast-
ing Act (Bill C-163), the Secretary of State
said:

"While the legislation which the govern-
ment is now seeking permission to
introduce will declare that facilities for
educational broadcasting are to be provid-
ed within the framework of the single
broadcasting system, and therefore sub-
ject to the regulatory authority like all
other broadcasting undertakings, the bill
will not make specific reference to the
provision of these facilities. I think most
hon. members will understand it is our
intention to bring forward a separate bill
for this purpose, which will be drafted in
its final form only after the subject has
been thoroughly considered and carefully
examined by the standing committee
whose recommendations, needless to say,
will be taken into full and careful consid-
eration after the committee has heard
witnesses and has reported to the house".
(House of Commons Debates, October 17,
1967 p. 3174.)

Accordingly, the House of Commons was
asked by the Government to pass a resolution
referring the subject matter of educational
TV to the Committee and this was done last
November 17.

To assist the Committee in its consideration
of this important and intricate subject, the
Government instructed officials to prepare the
attached document, which covers the principal
matters that would appear to require
legislative action. Although it is not strictly

speaking a Bill, the draft statutory form
serves two purposes. It provides the Commit-
tee with a convenient focus on some of the
major points that deserve discussion and,
second, it sets forth draft proposals which, in
their present form or as amended by the
Committee, might later be submitted to Par-
liament for enactment.

SHORT TITLE

1. This Act may be cited as the
Educational Broadcasting Act. Short title

INTERPRETATION

2. In this Act, Definitions

(a) "Agency" means the Ca- "Agency"
nadian Educational Broadcasting
Agency established by section 3;

(b) "director" means a direc- "Director"
tor of the Agency;

(c) "educational broadcasting" "Educational
means the broadcasting of edu- broad-
cational programs; casting"

(d) "educational programs" "Educational
means programs that are programs"
designed to be presented on a and
regular and progressive basis, program
to provide a continuity of pro- material"
gram content aimed at the sys-
tematic acquisition or improve-
ment of knowledge by members
of the audience to whom such
programs are directed, and
under circumstances such that
the acquisition or improvement
of such knowledge is subject to
supervision by means such as

- (i) the registration or enrolment
of members of such audi-
ence in a course of instruc-
tion that includes the pres-
entation of such programs,
- (ii) the granting to members of
such audience of credit
towards the attainment of a
particular educational level
or degree, or

(iii) the examination of members of such audience on the content of such programs or on material of which that content forms a part.

and "educational program material" has a corresponding meaning;

"Minister" (e) "Minister" means the Secretary of State of Canada;

"President" (f) "president" means the president of the Agency; and

"Provincial educational authority" (g) "provincial educational authority" in relation to any province means such person, body or authority as may be designated by the Lieutenant Governor in Council of that province as the provincial educational authority for that province for the purposes of this Act.

CORPORATION ESTABLISHED

Corporation established 3. (1) There shall be a corporation, to be known as the Canadian Educational Broadcasting Agency, consisting of a president and eight other directors to be appointed by the Governor in Council to hold office during pleasure, three of whom shall be selected from the public service of Canada.

Tenure of office (2) The president shall be appointed to hold office for a term not exceeding five years, and the other directors shall each be appointed to hold office for a term not exceeding three years.

Reappointment (3) Subject to subsection (4) and section 4, the president is eligible for reappointment upon the expiration of his term of office, but any other director who has served two consecutive terms is not, during the twelve months following the completion of his second term, eligible for appointment except as president.

Termination at age 65 (4) A director ceases to be a director of the Agency upon attaining the age of sixty-five years.

(5) Every director shall, before entering upon his duties as such, take and subscribe, before the Clerk of the Privy Council, an oath in the following form:

I DO SOLEMNLY SWEAR that I will faithfully, truly and impartially, to the best of my judgment, skill and ability, execute and perform the office of

and that while I continue to hold such office, I will not, as owner, shareholder, director, officer, partner or otherwise, have any pecuniary or proprietary interest in the production or distribution of educational program material suitable for broadcasting by the Canadian Educational Broadcasting Agency or in the manufacture or distribution of radio apparatus except where such distribution is incidental to the general merchandising of goods by wholesale or by retail.

4. (1) A person is not eligible to be appointed or to continue as a director of the Agency if he is not a Canadian citizen ordinarily resident in Canada or if, directly or indirectly, as owner, shareholder, director, officer, partner or otherwise he has any pecuniary or proprietary interest in the production or distribution of educational program material suitable for broadcasting by the Agency or in the manufacture or distribution of radio apparatus except where such distribution is incidental to the general merchandising of goods by wholesale or by retail.

(2) Where any interest prohibited under subsection (1) vests in a director by will or succession for his own benefit, he shall, within three months thereafter, absolutely dispose of such interest.

President

5. (1) The president is the chief executive officer of the Agency and has supervision over and direction of the work and the staff

of the Agency and the president shall preside at meetings of the directors.

Absence or
incapacity
of president

(2) In the event of the absence or incapacity of the president or, if the office of president is vacant, the Agency shall authorize any director or officer of the Agency to act as the president for the time being, but no person so authorized by the Agency has authority to act as president for a period exceeding sixty days without the approval of the Governor in Council.

Remuneration

Salaries
and fees

6. (1) The president shall be paid by the Agency a salary to be fixed by the Governor in Council and the other directors appointed from outside the public service of Canada shall be paid by the Agency such fees for attendances at meetings of the Agency or any committee thereof as are fixed by by-law of the Agency.

Expenses

(2) Each director is entitled to be paid by the Agency such travelling and living expenses incurred by him in the performance of his duties as are fixed by by-law of the Agency.

Officers and Employees

Staff

7. The Agency may employ such officers and employees and such technical and professional advisers as it considers necessary for the proper conduct of its activities at such remuneration and upon such other terms and conditions as are approved by the Governor in Council.

Objects, Powers and Duties

Objects

8. The objects of the Agency are to facilitate educational broadcasting in Canada, and the extension of educational broadcasting to all parts of Canada as the need arises and as funds become available to the Agency for such purpose, by providing and operating facilities

for the broadcasting of educational programs for or on behalf of provincial educational authorities and educational organizations and institutions.

9. (1) In order to carry out its Powers objects, the Agency may, subject to any applicable regulations of the Canadian Radio-Television Commission,

(a) in accordance with the conditions of any licence or licences issued to it by the Canadian Radio-Television Commission, establish, equip, maintain and operate broadcasting undertakings for the broadcasting of educational programs, and acquire by purchase, lease or otherwise any such undertakings;

(b) enter into agreements with provincial educational authorities and with educational organizations and institutions in Canada relating to educational broadcasting and providing for the broadcasting by the Agency of educational programs for or on behalf of such authorities, organizations and institutions;

(c) either alone or in conjunction with one or more other persons or bodies including provincial educational authorities and educational organizations and institutions in Canada, procure the production of educational program material for use in educational broadcasting;

(d) secure educational program material from within or outside Canada by purchase, exchange or otherwise;

(e) subject to any agreement described in paragraph (b) or any agreement between the Agency and any other person or body in conjunction with whom the Agency has procured the production of any educational program material, distribute or cause to be distributed within or outside Canada any educational program material for use in educational broadcasting; and

(f) do all such other things as are necessary or incidental to the attainment of its objects.

Use of
existing
facilities

(2) In carrying out its objects, the Agency shall, wherever appropriate, utilize such of the facilities of the Canadian Broadcasting Corporation and the National Film Board as may, consistent with the proper carrying out of the objects of the Canadian Broadcasting Corporation and the National Film Board, be made available by them to the Agency, and, for that purpose, the Agency and the Canadian Broadcasting Corporation or the National Film Board may enter into contracts, leases or other arrangements relating to the use of such facilities.

Application
of Broad-
casting Act

(3) The Agency is bound by the provisions of Parts I and II of the Broadcasting Act.

Duty to
consult

10. The Agency shall consult with the provincial educational authority of each of the provinces in order to determine the nature of the educational broadcasting facilities required for the purposes of each such authority and in order to determine from time to time the locations in which such facilities are most urgently required.

No
agreement
without
approval

11. (1) No agreement between the Agency and a provincial educational authority, other than an agreement of a class prescribed by regulations made by the Governor in Council, shall be entered into by the Agency without the approval of the Governor in Council, and any such agreement entered into in contravention of this subsection is of no force or effect.

Regulations

(2) The Governor in Council may make regulations prescribing classes of agreements between the Agency and provincial educational authorities in respect of which approval by the Governor in Council is not required.

Priority

(3) Subject to subsection (2) of section 18 of the Broadcasting

Act, the Agency shall give priority in the use of the facilities provided and operated by it to the broadcasting of educational programs for or on behalf of provincial educational authorities, and in order to ensure such priority, no agreement providing for the broadcasting by the Agency of educational programs shall be entered into between the Agency and any educational organization or institution without the approval of the provincial educational authority of the province in which the broadcast would originate, and any agreement entered into in contravention of this subsection is of no force or effect.

12. (1) Where the Agency is Additional powers
unable to contract with provincial educational authorities and educational organizations and institutions for the full utilization of the facilities of any broadcasting undertaking of the Agency for educational broadcasting, the Agency and any educational organization or institution or any broadcaster licensed under the Broadcasting Act may enter into an agreement whereby the Agency undertakes to broadcast on behalf of that organization, institution or broadcaster, using the facilities of the broadcasting undertaking that are not being fully utilized for educational broadcasting, and only during any time that they are not being so utilized, a program or series of programs described in the agreement.

(2) No agreement entered into under subsection (1) is of any force of effect unless written Agreement subject to approval
approval is given to the Agency by the Executive Committee of the Canadian Radio-Television Commission authorizing the Agency, in specific terms and subject to any conditions that the Executive Committee is authorized to attach to a licence issued to the Agency, to broadcast on behalf of the educational organization or institution or broadcaster named

in the agreement the program or series of programs described in the agreement.

Limitation on power to broadcast 13. Subject to subsection (2) of section 18 of the Broadcasting Act, no program shall be broadcast by the Agency except

(a) educational programs broadcast for or on behalf of a provincial educational authority or an educational organization or institution in Canada; and

(b) programs described in an agreement entered into under subsection (1) of section 12.

Agent of Her Majesty

Agent of Her Majesty 14. (1) The Agency is, for all purposes of this Act, an agent of Her Majesty, and its powers under this Act may be exercised only as an agent of Her Majesty.

Contracts (2) The Agency may, on behalf of Her Majesty, enter into contracts in the name of Her Majesty or in the name of the Agency.

Property (3) Property acquired by the Agency is the property of Her Majesty and title thereto may be vested in the name of Her Majesty or in the name of the Agency.

Proceedings (4) Actions, suits or other legal proceedings in respect of any right or obligation acquired or incurred by the Agency on behalf of Her Majesty, whether in its name or in the name of Her Majesty, may, subject to subsection (3) of section 15, be brought or taken by or against the Agency in the name of the Agency in any court that would have jurisdiction if the Agency were not an agent of Her Majesty.

Expropriation 15 (1) The Agency may, with the approval of the Governor in Council, take or acquire lands without the consent of the owner for the purpose of carrying out its objects, and, except as otherwise provided in this section, all the provisions of the Expropriation Act, with such modifications as circumstances require, are appli-

cable to and in respect of the exercise of the powers conferred by this section and the lands so taken or acquired.

(2) For the purposes of section 9 Plan and of the Expropriation Act, the plan description and description may be signed by the president or any two other directors of the Agency.

(3) The compensation for lands Compen- taken or acquired under this sec- sation tion, or for damage to lands injuriously affected by the construction of any work by the Agency, shall be paid by the Agency, as though the lands were acquired under the other provisions of this Act, and all claims against the Agency for such compensation or damages shall be heard and determined in the Exchequer Court of Canada in accordance with sections 46 to 49 of the Exchequer Court Act; but nothing in this subsection shall be construed to affect the operation of section 34 of the Expropriation Act.

Head Office and Meetings

16. (1) The head office of the Head office Agency shall be at the City of Ottawa or at such other place in Canada as the Governor in Council may prescribe.

(2) The Agency shall meet at Meetings least six times in each year.

By-Laws

17. The Agency may make By-laws by-laws,

(a) for the regulation of its proceedings, including the establishment of special and standing committees of the Agency, the delegation to such committees of any of its duties and the fixing of quorums for meetings of such committees,

(b) for the establishment of advisory committees consisting of directors of the Agency and persons other than such directors,

(c) fixing the fees to be paid to directors appointed from outside the public service of Canada, other than the president, for attendances at meetings of the Agency or any committee thereof, and the travelling and living expenses to be paid to directors,

(d) respecting the duties and conduct of the directors, officers and employees of the Agency, and

(e) generally for the conduct and management of the affairs of the Agency, but no by-law made under paragraph (c) shall have any effect unless it has been approved by the Minister.

GENERAL

Application of certain Acts and regulations

18. (1) The Agency shall be deemed, for the purposes of the Crown Corporations (Provincial Taxes and Fees) Act, to be listed in the Schedule to that Act.

Idem

(2) For the purposes of any regulations made pursuant to section 5 of the Aeronautics Act, the officers and employees of the Agency shall be deemed to be employees in the public service of Canada.

FINANCIAL PROVISIONS

Educational Broadcasting Account

19. There shall be established in the Consolidated Revenue Fund a special account to be known as the Educational Broadcasting Account to which shall be charged

(a) all expenditures of the Agency made under the authority of this Act,

(b) all repayments of amounts advanced to the Agency under section 20, and

(c) all payments of interest on amounts advanced to the Agency under section 20,

and to which shall be credited

(d) all revenue from the operations of the Agency,

(e) any amounts advanced to the Agency under section 20, and

(f) any amounts from time to time appropriated by Parliament for the purposes of the Agency.

20. (1) The Governor in Council may authorize the Minister of Finance, on behalf of Her Majesty, to make advances to the Agency on such terms and conditions as may be agreed upon.

(2) The total amount outstanding at any time of advances made under subsection (1) shall not exceed fifty million dollars.

21. The accounts and financial transactions of the Agency shall be audited annually by the Auditor General and a report of the audit shall be made to the Minister and to the Agency.

REPORT TO PARLIAMENT

22. The Agency shall, within three months after the termination of its financial year, submit to the Minister a report, in such form as the Minister may direct, on the operations of the Agency for that financial year, and the Minister shall cause the report to be laid before Parliament within fifteen days after the receipt thereof, or if Parliament is not then sitting, on any of the first fifteen days next thereafter that Parliament is sitting.

AMENDMENTS TO BROADCASTING ACT

1967, c.

23. Paragraph (a) of section 3 of the Broadcasting Act is repealed and the following substituted therefor:

"(a) "Agency" means the "Agency" Canadian Educational Broadcasting Agency established by the Educational Broadcasting Act;

(ab) "broadcaster" means a Broadcaster person licensed by the commission to carry on a broadcasting transmitting undertaking;"

24. Paragraph (c) of subsection (1) of section 16 of the said Act is repealed and the following substituted therefor:

"(c) subject to the provisions of this Part, revoke any broadcasting licence other than a broadcasting licence issued to the Corporation or the Agency."

25. (1) Paragraph (a) of subsection (1) of section 17 of the said Act is amended by striking out the word "and" at the end of subparagraph (i) thereof, by adding the word "and" at the end of subparagraph (ii) thereof and by adding thereto the following subparagraph:

"(iii) in the case of broadcasting licenses issued to the Agency, as the Executive Committee deems consistent with the object of the Agency enunciated in the Educational Broadcasting Act;"

(2) Paragraph (d) of subsection (1) of section 17 of the said Act is repealed and the following substituted therefor:

"(d) subject to the provisions of this Part, suspend any broadcasting licence other than a broadcasting licence issued to the Corporation or the Agency;"

(3) Subsections (2) and (3) of section 17 of the said Act are repealed and the following substituted therefor:

"(2) The Executive Committee and the Corporation or the Agency shall, at the request of the Corporation or the Agency, as the case may be, consult with regard to any conditions that the Executive Committee proposes to attach to any broadcasting licence issued or to be issued to the Corporation or the Agency.

Consultation between commission and Corporation or Agency on conditions

Reference to Minister by Corporation or Agency and Minister's directive

(3) If, notwithstanding the consultation provided for in subsection (2), the Executive Committee attaches any condition to a broadcasting licence that

(a) the Corporation, in the case of a licence issued or to be issued to it, is satisfied would unreasonably impede the provision, under the management of the Corporation, of the national broadcasting service contemplated by section 2 of this Act, or

(b) the Agency, in the case of licence issued or to be issued to it, is satisfied would unreasonably impede it in the carrying out of the objects of the Agency enunciated in the Educational Broadcasting Act,

the Corporation or the Agency, as the case may be, may refer the condition to the Minister for consideration and the Minister, after consultation with the Commission and the Corporation or the Agency, may give to the Executive Committee a written directive with respect to the condition and the Executive Committee shall comply with such directive."

26. Subsection (1) of section 18 of the said Act is repealed and the following substituted therefor:

"18.(1) The Executive Committee ^{Research} may undertake, sponsor, promote or assist in research relating to any aspect of broadcasting and in so doing it shall, wherever appropriate, utilize technical, economic and statistical information and advice from the Corporation, the Agency, or departments or other agencies of the Government of Canada."

27. Subparagraph (ii) of paragraph (a) of subsection (1) of section 22 of the said Act is repealed and the following substituted therefor:

"(ii) the reservation of channels or frequencies for the use of the Corporation or the Agency or for any special purpose designated in the direction, or"

28. Subsection (2) of section 24 of the said Act is repealed and the following substituted therefor:

Report of
alleged
violation
by Corpora-
tion or
Agency of
condition of
licence

"(2) Where the Commission after affording to the Corporation or the Agency, as the case may be, an opportunity to be heard in connection therewith, is satisfied that the Corporation or the Agency has violated or failed to comply with any condition of a broadcasting licence issued to it, the Commission shall forward to the Minister a report setting forth the circumstances of the alleged violation

or failure, the findings of the Commission and any observations or recommendations of the Commission in connection therewith, and a copy of the report shall be laid by the Minister before Parliament within fifteen days after receipt thereof by him, or if Parliament is not then sitting, on any of the first fifteen days next thereafter that Parliament is sitting."

COMING INTO FORCE

29. This Act shall come into ~~Coming into~~ force on a day to be fixed by ~~force~~ proclamation.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

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ALISTAIR FRASER,
The Clerk of the House

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Second Session—Twenty-seventh Parliament

1967-68

MAR 11 1968

UNIVERSITY OF TORONTO

STANDING COMMITTEE

ON

BROADCASTING, FILMS AND ASSISTANCE TO THE ARTS

Chairman: MR. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 9

MONDAY, FEBRUARY 12, 1968

Respecting
Subject-matter of broadcasting and televising
of Educational Programs.

WITNESS:

Mr. Pierre Juneau, Vice-Chairman, Board of Broadcast Governors.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968

STANDING COMMITTEE ON BROADCASTING, FILMS,
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Basford,
Mr. Béchar, d,
Mr. Brand,
Mr. Cowan,
Mr. Fairweather,
Mr. Goyer,
Mr. Jamieson,
Mr. Johnston,

Mr. MacDonald
(*Prince*),
Mr. Mather,
Mr. McCleave,
Mr. Munro,
Mr. Nowlan,
Mr. Nugent,
Mr. Pelletier,

Mr. Prittie,
Mr. Prud'homme,
Mr. Régimbal,
Mr. Reid,
Mr. Richard,
Mr. Sherman,
Mr. Simard—24.

M. Slack,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

MONDAY, February 12, 1968.

(20)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 4.05 p.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Béchard, Berger, Fairweather, Johnston, MacDonald (*Prince*), Mather, McCleave, Nowlan, Prud'homme, Reid, Sherman, Stanbury, (12).

In attendance: Mr. Pierre Juneau, Vice-Chairman of the Board of Broadcast Governors, and his consultants, Mr. Robert Russel, President, Orbafilm Limited, and Mr. J. Miedzinski, Director, Special Projects, R.C.A. Victor Company Limited.

The Committee resumed its consideration of the subject-matter of broadcasting and televising of Educational Programs.

Mr. Juneau completed his presentation on Educational Television and was examined on his statement.

The questioning of Mr. Juneau being concluded, the Chairman thanked the witness for his presentation.

At 5.20 p.m., the Committee adjourned until 9.30 a.m. on Tuesday, February 13.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Monday, February 12, 1968

• 1603

The Chairman: Gentlemen, the Vice-Chairman of the Board of Broadcast Governors, Mr. Pierre Juneau, was part way through his presentation when we met last, and I will ask him to complete his presentation now. Copies of his statement have been distributed and I believe he will be resuming at page 23 of the English text. I am not sure of the page in the French text but he will be dealing with the fourth problem of educational television; I think it will be found on page 24, 25 or 26 of the French version.

Mr. Pierre Juneau (Vice-Chairman, Board of Broadcast Governors): On Thursday we had just started to deal with what I call a fourth problem; that is, the problem of scheduling, which is very well-known. I do not think I have to elaborate. The problem, I was saying, seems to be technological. Means have to be found to bring programming under the control and scheduling of the teacher and the school authority.

• 1605

Various multi-channel systems have been developed, combinations of closed-circuit and open-circuit broadcasting, which permit the individual teacher to tune in a particular program at his or her convenience; in other words, getting closer to a system of "demand broadcasting." Sometimes this can be done by using a videotape machine in the school and storing the programs as they come off the air for replay on demand. This has the advantage that the teacher can preview a program and decide on the most effective way of introducing it to her class.

Then the Ontario Department of Education engineers are exploring the possibility of using an extremely high frequency system on the 2500 MHz band which offers a multiplicity of channels and makes scheduling easier. Since scheduling is particularly difficult in high schools where classes move from room to room, the key stations in each region—the

Ontario people were planning on five key regions—eventually may transmit a number of programs simultaneously to the high schools on a point-to-point basis, similar to microwave, where they will be received on special antennas, converted down to VHF or UHF, and sent through to the classroom receivers.

If the school has a closed-circuit system, this would be done by the close-circuit system in the school. The programs on each of the four channels would be repeated over and over again during the day, which would give the high school principal considerable latitude in constructing his class timetable. The Department plans to send this program material to the regional transmitters during the hours between midnight and dawn, perhaps using the UHF transmitters, and then the program will be stored on videotape for the next day's transmission to the high schools.

What is very much needed is a storage material that is stable, easy to transport, small to store, of high definition so that the images are not degraded, easy to use and, above all, of an order of magnitude cheaper than tape or film. Practically all the big electronic corporations have been working on such a low-cost high-definition system since the start of the sixties—exploring the use of the laser as a recording beam, thermoplastics as a recording medium and grainless molecular dyes instead of the relatively large crystals of silver halide used in conventional photography.

Since a new storage medium appears essential if individual schools and classrooms and students are to control the program material made available to them by the ETV studies, when this is available educators foresee the large scale introduction of the carrel; that is, the individual student learning centre where he who is ready to learn on his own can be taken off the teacher's hands and given the means to grow while the teacher works with smaller and smaller groups and more and more individual problems.

I think many of us have heard quite recently of the CBS laboratories announcement that they are preparing to market a low-cost storage system which they call EVR, or Electronic Video Recording. Much more will be heard of that system because almost every week now a magazine or a newspaper contains an article about it. Essentially it is an extremely fast, thin film in small cartridges, which can be played through the home or school TV set with the aid of a small black box which sits on top of the set. The process seems only to be suited to playback: it has no on-the-spot recording possibilities.

You may have read about the Sony recorder advertised in many magazines which permits you to do your own home videotape, so to speak, and then play it back on the playback system of the recorder. This EVR development has no such possibility. The project is highly secret like all projects at this stage of development, but CBS plans to try it out in schools in England this spring when we will have a chance to see what it looks like, how easy it is to use, and find answers to questions of cost, quantity, distribution, schedules, and other matter-of-fact problems. ETV, of course, is as much a question of economics as of pedagogy, and its introduction depends as much on the hardnosed caution of the administrators and planners as on the theories of educators.

• 1610

As the personal pedagogical and technological problems of ETV are gradually overcome, the advantages of this medium clearly emerge, and they are many. With proper production the camera can bring events and processes to the classroom that could not otherwise be seen—experiments, equipment, demonstrations. When speaking of experiments, I think one of the problems is that many experts teaching physics insist on higher and higher cost experiments.

I remember being in Harvard about two or three years ago and having discussions with Educational Services Incorporated—which is supported by MIT, actually, not Harvard University—and they have gone into the production of very elaborate films for the teaching of physics. I remember looking at one on relativity and I asked the man who was in charge how much it had cost and I thought he would say from the look of the film, something like \$15,000—it ran about an hour—and he said: "Oh, close to \$100,000". I was quite astonished because, from my knowledge of

film standards, it should not have cost more than \$15,000 or \$20,000.

So I looked surprised and he noticed it and said: "Well, the experiment alone cost \$75,000". So the film was really nothing; it was the experiment that was extremely costly. A couple of Nobel prize winners had worked on setting up the experiments with them—they have lots of those, apparently, over there.

Experiments, equipment, demonstrations, field trips of the most elaborate and expensive nature can bring the invisible world of science to the most remote classroom. ETV offers the freedom to interview top scientists, take the students to the inner sanctums of laboratories, parliaments, the world's great museums, galleries and exhibitions. It can stop time or speed it up, and bring months of patient analysis and preparation to the clearest and simplest explanation of complex processes.

Mr. MacDonald (Prince): It cannot come to Parliament, at the moment, Mr. Juneau, unfortunately.

An hon. Member: Only to the House of Lords.

Mr. Juneau: It can bring the warmth, insights, and understanding of the most gifted teachers to the whole country. It can keep the classroom in touch with change in all its forms, bring the blast-off, the coronation, the inauguration to the students as it happens. It can add a powerful authority to the teaching process, supporting and freeing the classroom teacher in her work, so she may gain precious moments to watch the process of learning, study its problems in action, and work for individual learning and clarity.

One important feature also is that if we are going to have more and more continuing education perhaps broadcast or television will be an interesting link to aid continuity between formal education that is in use right through the older stages outside the school, in the home, in the plant, in the offices, and so on.

With ETV at its best, the students have a vital element of variety introduced into their studies, a familiar and pleasing element they have come to know even better than the educational process itself. And they are learning to use it for more than distraction so that when they leave the school, they still will have an effective contact with the world of

learning and culture that public television, we hope, increasingly will provide.

• 1615

Until now we have talked mainly of elementary and high school levels. After a decade of considerable growth, it seems that Canada's primary school population will remain nearly static over the next five years, while the annual growth in high schools is expected to be only slightly over 4 per cent according to the recent annual review of the Economic Council. However, university enrolments, which have doubled during the past six years, are expected to double again by 1973, an annual growth rate of about 14 per cent.

For a while the universities struggled with the problem of handling enormous first and second-year courses in basic subjects by dividing the workload amongst the faculty, each of whom would give the complete course to one or more groups of several hundred students. But the pressures grew too onerous, and now practically all North American universities have turned to closed circuit television, and either powerful TV projectors or large classrooms hung with rows of TV monitors. Now the newer campuses are designed with TV teaching in mind. The foremost of these in Canada is Scarborough College, a branch campus of the University of Toronto in an east end suburb, designed ultimately to house 5000 undergraduates.

At Scarborough all teachers joining the faculty must sign special television contracts. According to Doctor William Beckel, Dean of Scarborough, more than half of the formal lectures and nearly all lab instruction eventually will be offered via television.

At several religious universities in the American midwest, lectures and reference material are increasingly stored on tape. Each student has access to a carrel, or electronic study corner, where he may dial a lecture, a demonstration, background material, or reference works to appear on his miniature TV screen and earphones. The success of the dial-access carrels in these smaller universities is prompting further attention from the larger institutions and, as more and more of the universities' information resources appear in machine readable form, the carrel is starting to replace the classroom as the basic unit of study.

Once the dial-access system is perfected and supported by a wide assortment of taped material, then the question is posed: why set

the carrel in the college, and in fact a number of newer campuses in America are placing the carrel in the dormitory, connected to the electronic library by cable. Soon, it is predicted, the carrel might even be in the home with the student visiting the campus from time to time for seminars and meetings with his academic counsellors.

Over the past 18 months a group of some 80 universities have banded together to sponsor an ambitious project called *EDUNET*—a seamless web of electronic communications which would tie their institutions together, putting all their scholars in touch with the nation's academic resources stored in computer or tape libraries. Their detailed plans appear to have caught the attention of President Johnson, who very recently declared "the time has come to enlist the computer and the satellite, as well as television and radio in the cause of education...I have already called upon my advisers to explore the possibility of a *Network for Knowledge* and to draw up a blueprint for achieving it".

It is interesting to notice that phase one of the *EDUNET* project begins with television—for the transmission of lectures for inter-university conferences and seminars, and for combined participation in experiments centered around a particular laboratory or piece of equipment. Closed-circuit television has one advantage over North American broadcast television—it need not confine itself to the standard 525 line definition, and in many cases by moving to a thousand lines, can transmit a clear and precise image of a page of text or the dial of a fine instrument.

For several years now, the nine campuses of University of California have been tied together over 450 miles by telephone lecture circuits.

Some weeks ago, the State University of New York, whose 50-odd locations extend over 300 miles from New York to Buffalo, have joined together in their own private microwave relay, with five broadcast television stations covering most of the state.

The Quebec Department of Education, whose large computers now store all the budgets and financial reports of all the school boards and all examinations and student records which are generally used for planning of education in Quebec, are planning to expand this into, first, a small experimental network with live telephone hookups to three regional junior colleges which would have small computer centres. These would be used

to train computer programmers and analysts, and for experimental projects of computer-assisted instruction.

It is becoming clear that the line between standard university instruction and what used to be called university extension is gradually disappearing. Education apparently will have to be continuing and continuous.

[Translation]

I would now like to speak of "l'éducation permanente", or what is called continuing education in English. You will find this on page 37 of the French document:

The continuing interest of professionals in updating their knowledge and upgrading their skills is the fastest growing element in education. The DBS figures for Canada show it to be growing at 40 per cent a year; in fact, doubling every two years. Where we see radical growth, we often see radical means to handle this growth. I mentioned earlier the experiment of WGBH in Boston. I would like to turn to these for a while.

The "Boston Medical Reports" are a series of postgraduate lectures videotaped in Boston and featuring that city's medical specialists, fed down the network, and broadcast on the four ETV stations in the State of Maine.

According to officials at WGBH, "Up to date information is conveyed graphically to people at remote locations by top specialists in the field. The telephone feedback system not only provides a way for the doctor in the field to gain access to this specialist, but also very significantly provides a way for the broadcaster and producer of the programs to assess the effectiveness of the operation."

The point is the world is changing, and the professional needs to keep informed of developments in his fields. He can usually afford to buy sophisticated communications equipment, provided it saves his time, as his hourly fee is usually high.

In certain cases the doctor is reached by a well-organized distribution system of stereo tapes, which he gets each week from California, to play while driving to the hospital on the stereo tape deck of his Volkswagen.

To show how large is the field of permanent education, let us move from the knowledge-hungry professional to the other end of the social and academic

scale—the under-educated and under-employed worker in the depressed regions of North America.

Touching upon this, I would like to discuss the project of the Quebec Department of Education for the Saguenay region. The problem is this, that if we wish to retrain the workers of that region they will need Grade IX or thereabouts, whereas in fact they actually are on a Grade VII level and even the knowledge they possess has become obsolete.

To solve this dilemma the Department is buying eight hours a day, morning, noon, and night on the two local TV stations, and putting out crash series of ETV programs to raise their educational standards to the grade nine level. These programs are supported by (1) a large team of social workers visiting the workers in houses and factories, (2), pedagogical staff, also working in the field, and (3), a computer team in Québec City, with the help of development organizers, running daily reports, evaluating the whole operation, correcting daily classroom exercises and tests and sending the results instantly back to the field. The worker has access to a series of two-hour instructional programs daily available on one of his two TV stations, whether in the morning, the afternoon or the evening or, even for shift workers, after midnight. And this is but a pilot project designed to last two years, and which would nevertheless cost \$3 million.

When speaking of continuing education or adult education, I believe we have a tendency to overlook an extremely important sector, that of the industry itself. Perhaps it is there that the most instruction is given on the adult level. On this topic we could cite several examples.

In 1958 Professor Harold Clark of Columbia published his surprising study, "Classrooms in the Factory". "Factories today have classrooms", he said, "organized programs of studies, faculties, textbooks, and examinations, and even graduation exercises with diplomas. Educational budgets often rival those of good-sized colleges, and expenditures per student are not infrequently two or three times the national average for conventional institutions".

• 1625

Here in Canada the Iron Ore Corporation, with its plants in remote sections of Quebec

and Labrador, is making education a daily concern of most of its staff and work force of 5,000 employees. In collaboration with the Union, (The United Steel Workers) and Quebec's Department of Education, the Iron Ore Corporation has developed elaborate training programs on a paid hourly basis for their trades and crafts apprentices, as well as courses for their equipment operators and other semi-skilled workers. They offer technical and leadership training for supervisory personnel, and any employee taking a correspondence course is offered 90 per cent reimbursement on the successful completion of his studies. Iron Ore is but one of many large firms in North America that, faced with rapid technological change, makes education a basic company policy.

Edward Katzenbach, once United States Deputy Assistant Secretary of Defence for Education and now head of Raytheon's large educational technology division, is widely regarded as a leading spokesman for non-academic education. Last summer he calculated that government, industry, and business together spend \$27 billion on education, that industry and business alone spend \$18 billion; that is roughly twice the \$9 billion spent on higher education in American colleges and universities.

In comparing growth rates Mr. Katzenbach predicts that by 1975 government, business and industry will spend as much on education and training as does the entire public school and university system together.

We have only to look at companies such as IBM, which spends more on education, Katzenbach says, than do all the schools in the American capital.

General Electric spends \$45 million a year—these are 1964 figures—to support a curriculum of thousands of courses at dozens of plants across the country, with a student body of 35,000. General Motors runs their own institute, an accredited college offering a Bachelor of Engineering degree, with currently over 3000 students registered.

Xerox Corporation already runs what amounts to an internal university, with nearly 4,500 employees enrolled this year, according to their chairman, Joseph Wilson.

In concluding, I should like to say a few words concerning what the Americans now call "Knowledge industry", which can easily

be translated into the term "industrie du savoir."

V THE KNOWLEDGE INDUSTRY

Xerox, IBM, RCA, General Electric these companies have not only created internal universities, which taken together already overshadow our great public institutions, they are increasingly involved in the manufacture of the computers, the consoles, the information retrieval systems, the cables and transmitters which are making today's educational revolution possible. But computers must be programmed and so the big electronic corporations have been buying up leading text-book and publishing companies over the last few years. IBM has bought Science Research Associates. RCA acquired Random House-Singer, and has announced "working agreements" with Harcourt Brace and Harper Row. Sylvania has an agreement with Reader's Digest, and General Electric and Time Incorporated have merged part of their assets to form General Learning. Xerox has been buying in since 1965 when it acquired American Education Publications, and Raytheon and ITT both bought large specialized text-book firms, as did Litton and CBS. Though they have not yet acquired publishing houses, both Westinghouse and Philco-Ford have multimillion dollar development programs underway adapting their computers for classroom use.

Today, educational technology is a billion dollar market. In 3 years, this is expected to have risen to 1½ billion. Many of the firms are among those which have been and are still involved in the computer and the space industry. Within perhaps ten or fifteen years, if the educational revolution is not reversed, students will be spending a large part of their time with machines—getting personal attention from machines—except for the time they will spend in individual contact with their teachers.

When IBM first bought Science Research Associates in 1964, starting a wave of mergers, educators seemed both flattered by the attention, and optimistic that this marriage of systems electronics with educational publishing would facilitate the individualizing of instruction. As the mergers proceeded, a growing body of

scientific and theoretical literature began to dominate the education publications. Educational conferences increasingly turned their attention to systems men and corporation researchers reporting on their experiments and demonstrating their wares. Following earlier pilot projects this season, IBM, RCA and Philco began installing their computer learning systems in schools in California, Pennsylvania and New York. Though we are still a good four or five years from the general application of these systems, the last few months has seen some questioning of objectives. Educators are not sure they want the computer corporations teaching their students. Aerospace corporations may be more interested in the world of education of space spending to be reduced.

• 1630

With corporate-financed education challenging the traditional systems of higher education, with colleges and universities increasingly dependent on corporation-financed research, and with the forthcoming entry of these corporations at the very heart of the theory and practice of learning, the concern of the educators is understandable. And we in Canada, when we speak of technology and education, can hardly ignore the debate. While we are, quite justifiably, trying to untangle our diverse jurisdictional problems, we should not lose sight of the broader developments that are taking place at an extremely rapid pace and which could make many hopefully ideal plans obsolete before they are implemented. Our schools could become just another passive market of the new "knowledge industry". However, Canadians working together in the full respect of provincial jurisdictions and cultural identities, could become important partners in this rapidly developing human undertaking.

You are no doubt aware of the widespread concern in Canada over the amount of American teaching material in our classrooms, as this has been strongly expressed in the French Canadian press and television in recent months. The problem is obviously broader than that of the predominance of American textbooks in French Canadian schools.

On this topic, some years ago, the *National Film Board* conducted an informal survey of school film libraries, all across

Canada, to discover that 85 per cent audio-visual holdings, both films and freeze-frames, were of American manufacture.

Naturally the Film Board is distressed about this. True, most Canadian history and geography films are made in Canada, but the overall image increasingly communicated to Canadian students is that of a Canada of rushing rivers and voyageurs bent on the fur trade, while that of America is science, mathematics and the other tools of the modern world.

The intention was that this report be a matter-of-fact presentation of the state of educational television; and I hope I have covered the basic developments in ETV, and touched on the major technical and pedagogical problems involved. As I stressed at the beginning, however, ETV is not a thing-in-itself, but a part of a revolution sweeping the world of education, which has as its aim the development of *each individual to his capacity*. I hope the measures we are now considering might help to further this goal.

[English]

• 1635

Thank you very much, Mr. Chairman. Thank you, gentlemen.

The Chairman: Thank you, Mr. Juneau, for your very complete and interesting orientation lecture.

Are there any questions for Mr. Juneau?

Mr. Reid: Mr. Juneau, you made a statement on the authority inherent in the television medium, a concept with which I am very fascinated. Could you elaborate on that a bit?

Mr. Juneau: Yes. I am speaking about the fascination which the medium exerts if it is well used. There is no doubt that young people are fascinated by television. They spend a great deal of time before television sets. They see on television very strong personalities. In the evolutionary sense, the weak ones are eliminated and the strong ones persist, and that natural process of selection very often results in strong television personalities in the entertainment world and in the information world. I think this is one of the reasons that television develops a great deal of authority. Conversely, perhaps it is also one of the reasons people feel that schools have so much trouble maintaining the interest of students at any level. I have a son of university age now and I find that to be the

case. The communication media, in spite of the drawbacks or the weaknesses that are sometimes referred to, have become quite remarkable in that these strong personalities are available to any young boy or young girl, and then the next morning the teacher has to compete with those people. That is the general idea of what I am referring to.

Mr. Reid: So in, say, the commercial sense, CBC and private station television, through a process of natural selection, uses almost exclusively the strongest—I would not want to use the word “best” in this context—and most dominant type of personality because the weaker ones are weeded out.

Mr. Juneau: Well, I think it is one of the phenomena that takes place in mass media, although it is not the only one. The predominance of that phenomenon among the other things that are taking place in broadcasting and in mass media in general can be greater or lower depending on the balance which the people responsible for the mass media succeed in maintaining. You could have a situation which, literally, would be almost like the one you indicated, where strong personalities, through some means or other, achieve predominance in the medium and, as you inferred yourself, they are not necessarily the best. One could argue whether they are the strongest but they do achieve predominance.

• 1640

Mr. Reid: Then television can emphasize certain qualities which actually are out of proportion to the person's personality?

Mr. Juneau: Yes.

Mr. Reid: You feel, by directing the students' attention to the educational process itself, that this is a good way of combatting the impact made by television for entertainment's sake?

Mr. Juneau: I am not sure I would use the word “combatting” and you yourself may not want to maintain it. But, yes, I think that a part of educational television, as I have tried to represent here, is a very complex medium which can be used in all kinds of ways—and it can be used in combination with other similar media—and one of the possible ways in which it can be used is for the transmission of knowledge by strong personalities who have that knowledge.

Mr. Reid: Then under any kind of an education TV system you would be creating a

special breed of teachers who would be your television performers. In fact, they might not even be teachers on television; they might only be performers using a script.

Mr. Juneau: That is one of the things that can be done, and then it would be a matter of approach or philosophy whether you want to go for that particular technique of using performers instead of real teachers who would be performers. You have that debate in entertainment or conventional television at the moment. You have some people who think that it is much better on a public affairs program, to have a man with a strong personality who really knows his business. Other people believe in performers who are just briefed and say their piece. I personally belong to the first school, but that has nothing to do with it.

Mr. Reid: I would like to get into the question of costs of . . .

Mr. Fairweather: May I ask a supplementary question, sir? This is very interesting but surely this happens in life as well as in broadcasting. I do not think we should shudder just because a few stars, a few teachers, and amusing teachers, do this. I have an idea Mr. Reid, in view of the next two months, has other things in mind, but let us stick to teaching. This happens naturally anyway, and the problem is that the power of distribution that the media have . . .

Mr. Reid: It changes your whole pattern of distribution and human personalities. It allows you to gather up all the best on to a little screen if you wish to use it in that way. Or it allows, for example, people like Mr. Sherman to dominate our screens in giving us the news.

The Chairman: Not anymore.

Mr. Reid: No, he is retired, but it is a possibility.

Mr. Fairweather: The point that Mr. Juneau made is that you have to be more than an actor or else you are found out by this medium. The Governor of California is a pretty good example of this.

Mr. Juneau: Yes; the people who believe in real personalities and not just in performers believe that because they think that in the end the people who are only performers are found out.

Mr. Sherman: The criterion, surely, Mr. Chairman—through Mr. Chairman to Mr.

Reid—is the degree of acceptability, the degree of excellence in education that is achieved, the degree of credibility. Really, the only thing that matters is how well those students are being educated, and if they can be better educated by somebody who has the capacity for putting a lesson over better than somebody else even though he did not take a Bachelor of Education degree, then I think that is the preferable system. The aim is excellence in education, is it not?

• 1645

Mr. Reid: I have no objection to this. I am merely trying to find out how a system would work and the impact that it would have. I grant that all the points are certainly valid, and I am just trying to educate myself along these lines because that was my profession at one time.

Mr. Nowlan: Bishop Sheen may have been a better teacher than the Master.

Mr. Mather: Mr. Chairman, the most interesting thing to me about Mr. Juneau's presentation was the light that I think it throws on the vastness of this educational television operation and the developments he has outlined, particularly that of what he calls "the knowledge industry", wherein he reports that large international corporations are already spending millions of dollars to promote education in their fields, rivalling some of the public expenditures. Would he not agree that the very vastness of this is almost continental in scope? Would he not agree that this underlines the need for federal action to secure the utmost in provincial co-operation so that we have a Canadian system developing?

Mr. Juneau: Do I have to answer that? I can comment on it perhaps if you will allow me to not answer.

Mr. Mather: I would like to hear your comments.

Mr. Juneau: As I tried to say in one of my last paragraphs—and I am willing to go that far and stand by that—and it seems to me that there should be a way to take into account the jurisdiction that people seem to be very much concerned about in the field of education. As we know, the departments of education in at least some provinces are becoming very large operations. The budget of the Department of Education in Ontario is now over \$1 billion and it is close to 1 billion in the Province of Quebec. They are very

large operations. But it seems to me that it should be possible to respect the emphasis that people put on this balance of jurisdiction and yet achieve a high degree of co-operation across the country. One sure thing is that if there is no co-operation, any objective and informed observer has to admit that it is difficult to predict what the result will be. It will not be pleasant.

Mr. Mather: Thank you.

Mr. Juneau: You know, the writing is on the wall.

Mr. Mather: It gets to be a pretty small world and a pretty small country.

Mr. Fairweather: I would like to ask Mr. Reid a question. I interrupted him, but are you not on costs?

Mr. Reid: Yes, I just want to ask a few questions about costs because this is going to be a real factor.

Mr. Sherman: Before you do that, Mr. Reid, may I ask a supplementary question? You were talking about the effect this method will have on the personality of the teacher, and its impact on the student. In those areas of the world that you have obviously studied carefully, Mr. Juneau, in preparing your brief, such as the United States in particular—and by way of asking this supplementary question I would also like to slip in another question—is there anybody of knowledge on what is being done in the Soviet Union or what is being done in Britain in this field, both of which countries are fairly well advanced in their approach to television and electronics? Is there any evidence in those countries or in the United States, or any other country that you have looked at, that the teaching method as such has suffered, as Mr. Reid has by implication suggested it might—or so I infer from your remarks, Mr. Reid. Do you not fear that the teaching profession, the teaching method itself, might be eroded, might be prostituted by this system? Is there any evidence that that has been so?

• 1650

Mr. Juneau: First of all, this not a formal study. I imagine that the work of the Committee will be to continue whatever study might be going on, and that you will hear many other people. If you read this paper carefully, you will see that it is not a thesis; it is a rather broad description of what is going on here and there—a personal opinion.

I would be prepared to agree, though, that there are probably a great many cases where television in education has been ineffective, to say the least. Perhaps what we ought to ask ourselves is: Does it have to be ineffective? Is the fault in the medium itself, or in the way it is being used?

For instance, in the first part of this presentation last Thursday I referred to how it had been considered in most cases in the United States and the fact that the budgets for educational TV programs had been very, very low. As the Carnegie Commission Report says, after a great many other people, in most cases the educational authorities have gone into it half-heartedly. Therefore, although I have referred a great deal to the United States, if you look at what has gone on there are in reality not very many situations where the results have been greatly encouraging.

You have to analyze the ingredients of the system and use your judgment and say: Could it work if it were done in a different way? If you just add up and draw a line and look at the positive results of what has gone on in the United States, for instance, most of the time you will arrive at a rather negative result.

The Chairman: What you are saying is that there are plenty of mistakes from which to learn?

Mr. Juneau: Yes. The most positive thing we could do now is to look at all the negative things that have been done and make sure that we do not repeat them.

Mr. Reid: Yes. That is one of the points I was trying to make—and not very well either—that in many cases the United States systems have not been too successful because very little care and consideration have been given to the type of personnel who are going to present these programs.

It has always been my impression, as a former teacher, that the best teachers I ever had were those with the strongest personalities. My concern was that under a form of national educational television service you would be able to provide this very limited type of personality for the benefit of all the students; whereas if you go to the extreme, and fractionalize it, you are going to be doing all a disservice.

That is the reason for my asking that series of questions. The art of teaching is concerned very deeply with the personnel who is presenting the material to the student.

However, I would like to discuss this question of costs. Mr. Juneau, in the United States what is about the average cost per half hour program, let us say, for the production costs, and not taking into consideration the cost of capital, the equipment and the distribution?

Mr. Juneau: Not having made really serious economic studies of this, I think if I said about \$200 per program I would not be far from reality.

The Chairman: You are speaking of instructional programming now?

Mr. Juneau: Yes.

Mr. Reid: That is a surprisingly low figure.

Mr. Juneau: Yes.

Mr. Reid: This is the type of program where the teacher stands up and delivers perhaps a form of illustrated lecture ...

Mr. Juneau: Yes.

Mr. Reid: ... in which he deals more with the humanities than with the sciences?

Mr. Juneau: No; I think it would deal with everything. Usually if you look at their ETV curricula, or schedules, you find that the emphasis is on science, mathematics and languages. They are illustrated lectures, with a few gimmicks to support the talk, and, on occasion, a little skit, or a dance, in a language course. However, if you even it out, it comes to about \$150 or \$200 per program.

• 1655

That is one of the problems. You may have a chance to look at several systems in the United States. If you examine the over-all educational budget for a county or a school board and compare it with the budget for the ETV system the comparison is ridiculous. It is usually a very, very small part of the over-all budget.

Mr. Reid: You made that point in your brief about one of the Florida school boards, I think.

Mr. Juneau: Yes.

Mr. Reid: In the most developed examples we have in Canada, which are Metropolitan Toronto and the Departments of Education in Toronto and Quebec, how do their costs per production work out? Are there any figures at all?

Mr. Juneau: I could possibly get some, but I do not have any. We understand that the costs to the Department of Education of Ontario, who are going to appear before this Committee, are much higher. The budgets per program are much higher and much more reasonable than those in the United States.

The Quebec project, which calls for roughly \$3 million for a one-year experiment, is somewhat impressive.

[Translation]

Mr. Béchard: May I ask a supplementary question, Mr. Juneau? Does the \$3.5 million include the salaries of the professors?

Mr. Juneau: It includes the salaries of the professors, and I believe it includes the time paid to the stations. Whereas, according to Mr. Reid's question, in the case of American stations educational programs about which we were speaking earlier, Mr. Reid had included the depreciation of the installations.

[English]

Mr. Reid: If I understand the federal proposal, it is to provide the facilities to distribute the programs but not to look after the production facilities that are required nor the facilities within the schools.

Mr. Juneau: I understand that is the basic...

Mr. Reid: That is basically the division that is to be made. The federal government has responsibility for transmission, but no responsibility for, or control of, the content of these programs.

Do you see a possibility of...

The Chairman: Perhaps that is rather an overstatement, Mr. Reid. If you examine the statement in the Bill, you will notice that the regulatory authority will certainly have the kind of general authority over content that it has over other programing in general broadcasting.

Mr. Reid: I will not go into the effectiveness of that type of control here.

The Chairman: There may also be some control, or at least some supervision, in the agency which is to be set up.

I doubt that we can ask Mr. Juneau to analyze the proposed legislation for us. We will have to do that ourselves.

Mr. Reid: Yes. My question was whether he saw the possibility of programs being dis-

tributed from province to province through a national co-ordinating system. For example, programs produced for the Quebec Department of Education being shown, say, in Saskatchewan, or in St. Boniface, where there is this type of school.

Mr. Cowan: Or York-Humber.

Mr. Reid: Yes; or York-Humber.

• 1700

Mr. Juneau: That would be for the provinces. One would hope that it would be possible, and that it would take place, in view of the fact that Canada even as a unit will be a rather small one in the whole context.

It would be very interesting to follow the development of those knowledge corporations in the months—one should not even speak of years in this sort of thing, but in months. They have their problems—I would not want to say they have an easy job—because these firms are not used to dealing with publishing houses, and so on. However, it is a very, very rapid development and I am sure we will see acquisitions in many countries of the world. I am also sure that acquisitions have taken place on the continent of Europe and even in other parts of the world, and if co-operation within Canada appears to be impossible it will be a difficult situation.

Mr. Reid: It may be done in spite of those who are fighting for control over jurisdictions.

Mr. Juneau: It may be done by firms instead of being done by governments.

Mr. Fairweather: I missed the point you just made. I presume you are a bit worried, sir, about the industry and the lack of control by the state, are you not? For instance, you mentioned Xerox and RCA, but who is responsible for the content of what they broadcast? Is there a danger of them replacing departments of education?

Mr. Juneau: For the moment I do not think there is necessarily a link between these groups of companies—these groups that are forming—and the broadcasting parts of these groups. They are long-term involvements. The question of controlling what they broadcast is another matter, if I understood your question.

Mr. Fairweather: I guess I did not put my question clearly. Perhaps I am raising a false danger, but if a company becomes interested in the knowledge industries you have

described and wishes to promote some ideas, all it really needs is a channel.

Mr. Reid: On the closed circuit.

Mr. Fairweather: Yes, on the closed circuit. Is it possible that various companies will compete, as they now do commercially, for the dissemination of knowledge in educational programs?

Mr. Juneau: If we remain within the confines of education in the strict instructional sense, this always comes under the authority of governments both in the United States and in Canada, but if we are speaking of channels for educational television, these are now and probably will remain under the jurisdiction of governments in all countries.

Mr. Fairweather: In other words, governments will buy the product of the knowledge industry?

Mr. Juneau: The influence you are referring to will not be achieved by the control of frequencies or broadcasting operations which probably will be effectively controlled by governments through regulatory bodies. But by the sheer weight of competence and investments they will take the leadership, and I would not be inclined to blame them. They are aggressive.

• 1705

Mr. Fairweather: For instance, as members we are inundated with the advertisements of one Mr. Spanel who manufactures rubber goods. I am not commenting on whether his ideas are good or bad. He puts ads in various newspapers, clips them and then presumably sends them to congressmen. This can be identified, can it not? The recipient knows this is an ad which is an idea of Mr. Spanel and he can give it due weight. The weight I give it happens to be the waste basket, because I am not interested. However, I am concerned that Mr. Spanel might get into the knowledge industry. The ad is not identified as coming from the Latex Corporation, but suddenly it might be disseminated as part of our educational system without the imprimatur of the State. Am I raising false dangers?

Mr. Juneau: Are you talking about the advertising of educational instruments or using the educational channel to advertise generally?

Mr. Fairweather: It is basically the principle involved. We hope the programs broadcast by the state would be objective, whether

they are good or bad, but I am not sure that private corporations should be allowed to control the various educational television channels or that this is a field for private companies.

Mr. Juneau: It is similar to the situation of firms who have been publishing textbooks for years and years—probably centuries. There is no real difference except the changes in size and quantity are so enormous that there is a change in essence.

Mr. Fairweather: That is right; you have made the point on which I wanted assurance. The product of the knowledge industry, whether it is the printing of a book or the producing of a program—will be used only on the state's decision.

Mr. Juneau: Yes, theoretically it will remain the decision of the state, but the real decisions which will weigh on the technical decision of the state will perhaps be overpowering. I remember being in Boston at a seminar a few years ago and talking to a Ph.D. from one of the large corporations. I will not mention the name of the company. All the authorities of the educational world in Boston were there, Harvard, MIT, the TV stations—WGBH—and so on, and all of them referred to the fact that that particular corporation had 25 employees with Ph.D's in education on its staff which, as they said, was probably more than any university in the United States had on its faculty. So, if most of the thinking takes place in those large firms, the real influence will come from there.

Mr. Nowlan: But the state will still decide whether it is going to use the program that the corporation is selling.

Mr. Juneau: That is up to you gentlemen to decide.

Mr. Reid: That is not necessarily so because they can evolve their programs and then legislators and members of educational departments might be in a position where they can be forced into accepting them, if only—as Mr. Juneau pointed out—because of their sheer technical competence.

• 1710

The Chairman: I think Mr. Fairweather has raised two separate points, if I understood him correctly. One is that there is a very large and growing field of education which is internal in these companies, so they are a great educational influence and they compete with

the educational influence of the state. Second, in their production of educational materials for use by public authorities, they may be having a greater and greater influence on public education. Your answer to that is that they may very well have a great influence by almost cornering the market in knowledge of the kind which is required as these technological developments come upon us, but to the extent that this knowledge is available the state will retain the choice of what is delivered into the classrooms. Is that correct?

Mr. Fairweather: I simply did not want it to be thought that great corporations took over the function of the state to educate in this way.

The Chairman: Mr. Juneau makes the point on page 26 of the English text in referring to television:

It can add a powerful authority to the teaching process,

I would say that no matter what the source, apparently educational programming is going to have a greater power and authority than ordinary teaching. It therefore raises the question whether in carrying out our responsibility for safeguarding the airwaves, which are the property of the Canadian public, there should be some very careful ground rules laid down for the use of those airwaves. It may be the basic challenge to this Committee to try to find ways of preserving the freedom of use of those airwaves from control or influence by government or other bodies, and at the same time still free these channels for the use of the educational authorities in Canada, each of which is quite jealous of its own jurisdiction.

Mr. Nowlan: Along that line, Mr. Chairman, the only question that I have—other than the comment that there is a real omission of Nova Scotia's educational television, at which I am somewhat surprised because it was one of the pace setters in the secondary schools at least—is on a more general subject. I may have missed something that the Minister said Thursday, but what process has been developed to date to co-ordinate the different opinions of governments on this question of guidelines? Also, quite separate and apart from who has the real power of control, has there been any consultation or co-operation between federal government officials and various provincial government officials on this very question? I understand the Minister mentioned there may be a meeting with fed-

eral-provincial officials on this matter, and the provinces were either going to attend or some of them were not going to attend. That was my question. In other words, is there a lot of duplication going on across the country today in that provincial governments and their members are receiving representations and submissions on this very point?

The Chairman: I am not sure if Mr. Juneau would want to deal with that question. I believe that on behalf of the BBG he has had many consultations, but I do not believe he can speak on behalf of the government on this question.

Mr. Juneau: No, I would rather not.

The Chairman: He is not really here representing the Board of Broadcast Governor either at this point.

Mr. Juneau: I would like to represent myself, though, and correct the unfortunate impression which Mr. Nowlan seems to have. On page 15 it says that Nova Scotia has been one of the most active provinces.

Mr. Nowlan: There is that one sentence.

Mr. Juneau: There is also another reference somewhere...

Mr. Nowlan: To a French teacher.

Mr. Juneau: ... to a French teacher, that is right. It is certainly not adequate, compared with the leadership role that Nova Scotia has played in this area. You are quite right.

• 1715

Mr. Nowlan: This is the point I wanted to make because I know that some of the moves were rather advanced when compared with other provinces, and perhaps without some of the resources which other provinces have. Of course, that is also the reason we did it. I was not asking for any governmental statement. I simply wondered as a matter of information whether up to now there has been any joint discussion with any interested provincial bodies and federal officials on this whole question of ETV?

Mr. Juneau: I understand there have been discussions with some of the most keenly interested provinces.

Mr. Nowlan: On a technical basis?

Mr. Juneau: On a very preliminary basis. Because there was no federal policy there could not be any technical discussion or any conclusion reached.

Mr. Nowlan: Is there a meeting scheduled with the Minister and other provincial ministers on this question?

Mr. Juneau: I could not say.

The Chairman: I do not think Mr. Juneau could be expected to answer that question. Of course, one of the purposes of these hearings is so that Parliament can receive the views of provincial, other educational authorities and all interested persons on this subject. I do not know if you were present when I mentioned there are six provincial governments which have indicated they will be presenting their views to this Committee.

Mr. Nowlan: So this is really the first real look at the whole problem in a national sense?

The Chairman: The first look Parliament has had at it, but I do not think the witness can answer your question as far as governments are concerned.

Mr. Nowlan: I will rephrase my question. This does not mean secret meetings, or anything like that, and I am not trying to be provocative. I certainly appreciate the very real division of opinion on the responsibility for ETV, but Mr. Juneau has mentioned Great Britain, New England and Japan in a very informative brief or general survey. Is it fair to ask from his knowledge if there has been any meeting of which he is aware, either at a ministerial level or at official levels, with different people across Canada on this question? Or, to put it another way, is this really the first look at it because it is so new?

Mr. Juneau: Again I would say that this is as good a survey as it is possible to make under the circumstances, but I would not want you to think that a world survey has been carried out. I certainly have not been in Great Britain or Japan for this purpose. Because I was interested in this field and wished to be well informed on it, I have visited the United States, and there have also been conversations over the last few years

with some of the governments across Canada, and some of them showed more interest than others. What the plans of the government are from now on for the implementation of a policy, I really do not know and I am not responsible for it.

The Chairman: Mr. Juneau attended the international Conference on Educational Television in Paris last spring, which is referred to in your...

Mr. Juneau: I was supposed to attend, Mr. Chairman, but I did not.

The Chairman: Did you not? That is too bad. I am sorry to hear that. Certainly there were a number of Canadian representatives, both from the Department of the Secretary of State and the CBC, if not from the BBG.

Mr. Juneau: Yes, somebody mentioned two points which perhaps should be brought to Mr. Nowlan's attention, Mr. Chairman. One is the BBG hearing during October of 1966 on the opening of the UHF band, when several presentations were made by Ontario and Alberta. I think there was more than one presentation from Alberta. I think both Edmonton and Calgary were there.

An hon. Member: And Nova Scotia as well.

Mr. Juneau: Yes, Nova Scotia. That was one official gathering, and there was also a rather important conference in Newfoundland, which you are probably aware of, when, Nova Scotia and many other provinces, New Brunswick, Ontario, Quebec and Alberta were also represented, but that was not, of course, an official conference, so to speak.

• 1720

The Chairman: Are there any further questions? If not, may we thank you very much, sir, for this very good introduction to the subject of our hearings. I know you will be back later with the regulatory authority's presentation, but in the meantime we will excuse you. Between now and the end of this session, we will be hearing various submissions and provincial and other educational authorities, and we will commence tomorrow morning at 9.30. Until then, this meeting is adjourned.

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OF
PROCEEDINGS AND EVIDENCE

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ALISTAIR FRASER,
The Clerk of the House.

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament
1967-68

STANDING COMMITTEE
ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 10

TUESDAY, FEBRUARY 13, 1968

Respecting
Subject-matter of broadcasting and televising
of Educational Programs.

WITNESSES:

Mrs. J. M. Priddle, Executive Vice-President, The Ontario Federation
of Home and School Associations; and Mr. Howard J. Mountain,
Willowdale, Ontario.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968



STANDING COMMITTEE ON BROADCASTING, FILMS
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Basford,	Mr. Johnston,	Mr. Prittie,
Mr. Bécharde,	Mr. MacDonald	Mr. Prud'homme,
Mr. Brand,	(<i>Prince</i>),	Mr. Régimbal,
¹ Mr. Cantelon,	Mr. Mather,	Mr. Reid,
Mr. Cowan,	Mr. Munro,	Mr. Richard,
Mr. Fairweather,	Mr. Nowlan,	Mr. Sherman,
Mr. Goyer,	Mr. Nugent,	Mr. Simard—24.
Mr. Jamieson,	Mr. Pelletier,	

M. Slack,

Clerk of the Committee.

¹ Mr. Cantelon replaced Mr. McCleave after morning sitting of February 13.

ORDER OF REFERENCE

TUESDAY, February 13, 1968.

Ordered,—That the name of Mr. Cantelon be substituted for that of Mr. McCleave on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

Attest.

ALISTAIR FRASER,
The Clerk of the House of Commons.

AFTERNOON SITTING
(22)

The Committee resumed at 4.00 p.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Basford, Béchar, Berger, Cantelon, Fairweather, Johnston, MacDonald (*Prince*), Nowlan, Prittie, Prud'homme, Reid, Sherman, Stanbury—(13).

In attendance: Mr. Howard J. Mountain, Willowdale, Ontario.

Mr. Mountain was further examined on his brief and supplied additional information.

The questioning of Mr. Mountain being concluded, the Chairman thanked the witness for his valuable presentation.

At 6.10 p.m., the Committee adjourned until 9.30 a.m. on Thursday, February 15.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, February 13, 1968

• 0946

The Chairman: I see a quorum, gentlemen. We have distributed to each Member of the Committee a copy of a letter dated December 6, 1967, from the Department of Education of the Government of Newfoundland and Labrador. That government has indicated they will not be presenting their views to this Committee except by way of this letter, so I thought you would like to have a copy of it. Perhaps it could be appended to today's proceedings. Is that agreed?

Some hon. Members: Agreed.

Mr. Basford: Mr. Chairman, have you had any answer from the Province of British Columbia along the same line?

The Chairman: No. We have written again to the Province of British Columbia, but we have had no indication yet whether they wish to present a brief to the Committee or not.

Mr. MacDonald (Prince): What about the Province of Prince Edward Island?

The Chairman: The same applies to the Province of Prince Edward Island.

Mr. Prittie: And Quebec?

The Chairman: Quebec has indicated that it does not intend to present a brief.

We have with us this morning, as our first witness Mrs. J. M. Priddle, Executive Vice-President of the Ontario Federation of Home and School Associations. The Federation's brief has been distributed to members and I would now like to introduce Mrs. Priddle, and ask her to present the brief.

Mrs. J. M. Priddle (Executive Vice-President, The Ontario Federation of Home and School Associations): Thank you, Mr. Chairman. Gentlemen, first of all let me say it is my very pleasant duty to present the submission of the Ontario Federation to this Committee and to mention that as required 60 English copies of the brief were forwarded to

this Committee in advance of the hearing, and because of the very generous assistance of the Fédération des Associations de Parents et Instituteurs de langue française de l'Ontario this brief has been translated into French and 30 copies were subsequently forwarded to the Committee.

We are very grateful for this opportunity to commend the recommendations submitted to the attention of this Committee and, in summary, to speak briefly to them.

One of the major problems facing education in Canada is the size, extent and diversity of our country—dense concentrations of population in a few urban areas, and thousands of people scattered over thousands of square miles, two major language groups, yet thousands whose native tongue is neither English nor French.

In the midst of this size and diversity, equal educational opportunity must be provided for every child and every citizen whatever he is, wherever he lives, and whatever his talent or ability. The knowledge explosion and its attending difficulties to both students and educators insists on a frank assessment of existing techniques and an exploration of possible innovations. Surely the welfare and well-being of man must be the criteria for evaluating such innovations. Society must accept responsibility for the development of media and techniques which will contribute to the growth of the individual, both in the educational system and in the adult population.

• 0950

Television has proved its forcefulness in the recreational use of leisure time. It is essential, therefore, that its force be exerted in the educational program of the school and in the continuing education of adults. Today the new learner is the result of the new media, and a new learner calls for a new kind of learning, which is accomplished by a new kind of methodology. In order to reach its full potential as part of a public service, educational television must be available to adults

in their homes as well as to students in schools, colleges and universities. Educational television which is readily available to all Canadians will provide a means of educational development for adults as well as children, thus contributing to the economic, intellectual and cultural welfare of Canada. The Ontario Federation therefore commends to the attention of the federal government this vital medium of instruction and respectfully submits the following recommendations:

That educational television be made available and accessible to all Canadians regardless of geographical location.

Where VHF channels are still available, that the two most favourable VHF channels be reserved for educational purposes and that allocation of the third most favourable VHF channel be withheld for educational purposes pending a full investigation of the matter by the provinces and regions concerned.

That UHF channels be established to serve those areas in which VHF stations are not available.

That in areas in which no VHF channels are available, the same priority position be established for UHF as recommended a moment ago for VHF channels.

Because the Federation is concerned with the educational opportunities available to every child and regrets that in some instances geography is the deterrent to equal educational opportunity, the Federation suggests that existing television stations in all areas be required to carry ETV during school hours with reasonable remuneration to such stations.

Considering a long-term view of educational needs, which are difficult to foresee, that a communications satellite system be developed and established for Canada to facilitate the distribution of educational programs simultaneously.

That the federal government explore means by which standard television sets can be converted to UHF reception at reasonable prices, and also explore the feasibility of insisting that new receivers be capable of UHF reception. In this connection the Federation recognizes that because the establishment of UHF channels for educational purposes is necessary in some areas that the conversion of existing receiver sets and the manufacture of new receivers capable of UHF reception is a matter of immediate concern.

The Federation further recognizes a certain hesitation on the part of consumers to purchase conversion equipment, and that in many cases more basic purchases would, of necessity, take precedence over television adapters. We therefore suggest that the allocation of ETV to the UHF band exclusively would discriminate against a portion of the population, a portion which doubtlessly forms that segment in greatest need of this service. Because the UHF band must be used for educational television in some regions, the Federation urges that the federal government explore means by which set conversions can be accomplished at reasonable prices and the feasibility of insisting that new receivers be capable of UHF reception.

We recommend lastly that the National Research Council, or other competent body, be requested to continue the development of remote-copiers and to initiate a feasibility study for the use of such equipment, which would make television sets transmitting as well as receiving instruments. Surely this is necessary if television as a medium of instruction is to even approach its full potential.

In conclusion, gentlemen, the Federation considers that if television is skillfully used it will provide an effective educational technique for adults as well as children, and therefore educational television must be regarded as a basic requirement for any educational system which must serve the ever-changing needs of an ever-changing society.

● 0955

The firm establishment of a priority position for educational television both with respect to existing and available VHF facilities, and for future UHF facilities in areas, of course, where VHF is no longer available, is of vital importance if Canada's human resources are to receive the quality of education which will permit their confident and useful contribution to society.

Mr. Chairman, that is a summary of the brief.

The Chairman: As Mrs. Priddle has not read her complete brief, perhaps the Committee would like to have the brief appended to today's proceedings so it will be available in full. Is that agreed?

Some hon. Members: Agreed.

The Chairman: Mr. MacDonald?

Mr. MacDonald (Prince): Mrs. Priddle, your first recommendation is perhaps in many ways the most important and at the same time the most difficult to implement. You suggest that educational television be made available and accessible to all Canadians regardless of geographic location. I suppose one of the difficulties that exists for people involved in either federal or provincial legislatures is that some of these difficulties seem to loom up as even larger mountains than they really are. There is obviously a problem of jurisdiction here, although in this area of educational television particularly it is somewhat clear at the moment that we may be able to provide certain facilities. However, the actual implementation of educational television will depend to a very large extent on whether the provinces respond. I wonder if The Ontario Federation of Home and School Associations has any thoughts along the lines of how much responsibility the federal government should exercise in the full implementation of this question and how much responsibility should be left to the jurisdiction of the provinces?

Mrs. Priddle: Of course, as you have stated, the responsibilities of the federal government and of the provinces concerned is governed by legislation, the British North America Act. In connection with educational television being made available and accessible to all Canadians, if the federal government makes facilities available so that provinces can pursue their role, then in point of fact the federal government has made it available. I hope the populations of the various provinces will indicate to their governments whether or not they wish to take advantage of the facilities which are made available by the federal government. Once they have been made available, surely this could proceed from there.

Mr. MacDonald (Prince): It seems to me that one of the difficulties is that half the provinces of Canada would not necessarily be able to provide the facilities to put programs together, they could not afford the cost of production, which in the long run I think will be one of the really difficult questions to face. The other provinces will simply not be able to meet this. I suppose I am particularly sensitive about this because I come from a riding in Prince Edward Island and I know how monumentally difficult it would be for the provincial government of P.E.I. to consider getting into the area of educational programming.

Mrs. Priddle: I believe you are anticipating problems which may not arise, and I place great faith in the committee of ministers of education which, through mutual agreement, can accomplish so much. I would hope that you would put that question again on Thursday, when our Canadian Federation presents its brief, I would share your concern if I did not have such great faith in this committee of ministers through mutual agreement, accomplishing so much. I am sure many of these difficulties can be alleviated and I hope they pursue their work to this end.

• 1000

Mr. MacDonald (Prince): Now related to this general recommendation you suggest in your fifth recommendation, that existing television stations

be required to carry ETV presentations during school hours with...

remuneration to these stations, using the regular commercial stations. I do not recall you suggesting in your brief who will pay this remuneration. Would you regard that as a provincial, a federal, or a shared responsibility?

Mrs. Priddle: Although I am not a constitutional specialist, you mentioned the facilities being provided by the federal government and the actual production in content being provided by the provinces. If so, surely the acquisition of the stations would require this mutual consent, this mutual discussion and consultation, which would lead to the accomplishment of much of this. Surely existing television stations will have to be used until such time as it is financially feasible to provide a station which only carries educational television.

Similarly, in some areas of Ontario as well as Canada as a whole, only one station is available for programming purposes, and surely a second station, whether it be commercial or otherwise, which would carry educational television until such time as the need would warrant a full time educational television station, would provide additional programming for such areas. This, as I see it, is a stopgap.

Mr. MacDonald (Prince): Programming responsibilities of stations certainly would move the government into a new area of relationship and perhaps control, whether they be stations affiliated with one of the networks or purely independent stations because the

words "be required to carry" would indicate a certain amount of direct control or regulation that I do not think presently exists. I am not arguing for or against this, I am just raising this as one of the issues involved.

Mrs. Priddle: I would suggest in this connection that there is some precedent for requirement because stations now, quite effectively, have accepted the requirement of carrying Canadian content in their programming. As they seem to be able to live with this I suggest, with respect to educational television, that they could live with it.

Mr. MacDonald (Prince): You have a great deal to say as to whether or not uses could be made immediately of UHF or whether we should try and use the VHF channels that are available. I think this is a very important aspect because, as you suggest, perhaps the people that are going to need educational television most may not be able to afford the conversion costs of UHF. Do you have anything further to add to this?

Mrs. Priddle: Add to it in what way?

Mr. MacDonald (Prince): You suggest, for instance, a pretty strong position, that really the best of the VHF channels be reserved. Most of these channels are already in use. Would you suggest that we now withdraw the granting of a licence for a certain VHF channel and grant them perhaps a lesser one on the band?

Mrs. Priddle: We have not been advocating the retrieval of stations in any way but we believe that where they are available they should be used and that no further allocations should be made until the needs of educational television have been satisfied.

• 1005

We also recognize that some Provinces, for their own reasons—and I am sure they are very good reasons—have not reached a decision on their requirements. Other provinces have and are ready to proceed. We recognize that in the southern portion of Ontario, for example, VHF channels are no longer available. On the other hand, surely VHF stations are available in the northern part of our province, and these areas would be well served by using the available VHF channels before establishing UHF.

Mr. Prittie: Mr. Chairman, could we ask the BBG to give us a list of available VHF channels and where they are available in various provinces.

The Chairman: Perhaps the Clerk could get that information for us.

Mr. Basford: And, as well, the availability of UHF channels and the number available in each centre.

The Chairman: I think it would be very difficult for the BBG to tell us exactly what channels would be available. For instance, by shuffling channels additional channels might be made available which are not available now. Perhaps they could give us a general idea.

Mr. MacDonald (Prince): I think this is true, and perhaps this little discussion between the Chairman and Mr. Prittie points out the difficulty that is involved when we talk about the reservation of VHF. Even in areas of moderately low population density there is a good deal of confusion whether or not VHF channels would be available for use by educational television. I am wondering whether you might not have more strength behind your recommendation if you suggested that the government take action immediately to require the manufacture of all new sets to include the UHF capability.

Mrs. Priddle: We have done that, under our recommendation concerning need. We have perfect confidence that if it can be done in a feasible fashion it will be done. It would seem presumptuous of us to suppose that finding it could be done the Federal Government would not do it, and for that reason we did not feel it necessary to be that strong. I feel confident.

Mr. MacDonald (Prince): I am intrigued by this suggestion of "remote copiers". I have not heard a great deal about them. Would you like to explain this to the Committee?

Mrs. Priddle: Again, may I say that I am not electronic specialist. However, we all know that this type of thing is already available, whether or not it is at this point feasible for use by the general population. You will recall many times witnessing television programmes in which the interviewer is in one city and the interviewed is in another city and they interchange consultation. Surely this is something which in due course can become more widely used on an individual basis. In our opinion, this strengthens the value of television as an instrument of instruction because the instructed can reply. The ingenuity of the electronic industry has been demonstrated over and over again, and I have no doubt that once again they will amaze us. In

my view, this recommendation is not, for want of a better word, far out since in a very short time even more outstanding innovations will be coming forward.

Mr. MacDonald (Prince): I am not just clear how it operates. It sounds from the recommendation that each viewer in some way could use his own television set to communicate back to central. Without getting too technically involved, is this "remote copier" a means of voice communication?

• 1010

Mrs. Priddle: "Remote copier" is the technical term used to describe this. It has nothing to do with writing or graphics but rather the transmission of a picture and the transmission of voice. Whether it is feasible in the immediate future to implement this on an individual basis or on a classroom or school basis is something we should keep in the back of our minds. We suggest that we continue to develop, to explore, and to study this method so that when the time is ripe it can be put into effect. We are told by the electronic industry that if we wish for certain innovations to take place 10 years from now then we must begin planning for them now. Have I answered your question?

Mr. MacDonald (Prince): To a degree.

Mrs. Priddle: As far as I can, I believe.

Mr. MacDonald (Prince): Thank you.

Mr. Jamieson: Mr. Chairman, Mr. MacDonald, or perhaps the witness, was talking about a visual electronic blackboard, I think. Is this part of what you are talking about?

Mrs. Priddle: If you are asking if it is a part of it, yes.

The Chairman: Mrs. Priddle, you may not know that in our new Broadcasting Act provision is made for the government to be able to require new television receivers to have a UHF capability built in, and presumably as soon as the new Act is proclaimed regulations could be issued.

Mrs. Priddle: But we felt that it should be included nonetheless to express our opinion.

Mr. MacDonald (Prince): This is why I raised it. If you have a strong recommendation about this it might have some effect on the government's decision as to whether or not they should go ahead at this time and

require all sets to have the UHF capability. You do not think it should have any difference?

Mrs. Priddle: No, not if you see the value of it. I think we have expressed our appreciation of this and our acceptance of it. I think in expressing it that the rest is up to the federal government, and we have expressed our approval for this action.

Mr. MacDonald (Prince): You have faith in the government?

Mrs. Priddle: Ah, yes.

The Chairman: The Committee has made the same recommendation, so presumably it will happen.

Mr. Sherman: Mrs. Priddle, I must say I support the initial recommendation that the Ontario Federation of Home and School Associations makes in its list of recommendations that educational television be made available and accessible to all Canadians regardless of geographical location as an ideal, as a goal at which to aim, but I am interested in what the Home and School Association sees or identifies as the necessary steps that would have to be covered and surmounted to achieve that goal. It is certainly a laudable ambition but I wonder whether the Association has given any thought to the specific steps that should be taken in order that the goal can be attained.

Mrs. Priddle: Again, sir, I would re-state that the Ontario Federation feels, as you say, that this is a goal. The mechanics of it surely must be left with the electronics industry on the instigation of the federal government. These steps require technical knowledge of the difficulties involved. We feel that it would be presumptuous of us to even suggest this. The goal is nonetheless good. It seems to me that this is something towards which we must work.

Mr. Sherman: But the Federation does not have any specific suggestions as to how the steps should be mounted and how it should be implemented.

Mrs. Priddle: No.

Mr. Sherman: I notice that your recommendations make no mention of the subject of teaching and preparation of the teachers and training of instructors, although perhaps it is mentioned at some length in your brief. The

list of recommendations makes no such mention and I would ask if the Federation has any suggestions in that area.

• 1015

Mrs. Priddle: When we refer to educational television, we refer to educational television with respect to schools, colleges, and universities, which would include teachers' colleges. We do refer on page 4 of the brief to the value of educational television in teacher training. Certainly this would seem to be very important if teachers coming out of our teachers' colleges are to use the new media effectively. If they are to use new methodology they must then be trained in using that methodology and must be trained in that system if they are to feel comfortable with it. We do refer to it briefly on page 4 but it is, in my view, included in the overall picture of colleges and universities.

Mr. Sherman: I suppose it all depends on what you mean specifically by teacher training. I was thinking not so much from the point of view of using television and using ETV for the instructing of student teachers but I was thinking of the other end of the equation, where teachers and instructors have to be trained and equipped to adapt to an electronic methodology—to adapt to an electronic environment—and to be able to use television and ETV to its fullest advantage and also project themselves to their fullest capacity over it.

Mrs. Priddle: Do you not consider, sir, that this would be part of the syllabus of the course of a teachers' college—the handling of the new media?

Mr. Sherman: I hope it would be. This is my question. I hope it would be.

Mrs. Priddle: It has been stated by electronics experts that the day may well come when a technologist will have to be attached to each school in order to handle the multi-media available to teachers if they are to use them effectively and have any time left at all for creative preparation of lessons and using this sort of thing so that they will not become so involved in the mechanics of presenting it that they have not time to use it wisely; so that this, perhaps, is something that will come in the future as the need arises.

Mr. Sherman: Has the Federation made any specific proposals in that area?

Mrs. Priddle: In the area of teacher training?

Mr. Sherman: Yes.

Mrs. Priddle: Not recently, no. We have presented a brief on teacher training some years ago but this was before educational television became such a matter of immediate concern and pertinence. That is something to take into consideration. We have participated in consultations and discussions along this line with our counterparts in the teachers' federations and so on, but we have not made a formal brief. Thank you for the suggestion.

Mr. Sherman: Mr. MacDonald broached the subject in an area in which my curiosity was similarly piqued, Mrs. Priddle. That was the area covered by your recommendation number 5, that existing television stations in all areas be required to carry ETV presentations during school hours with reasonable remuneration to such stations.

I am trying in my own mind to juxtapose recommendation number 5 with recommendation number 1. On the surface they seem somewhat incompatible to me, but I may be splitting hairs. The reason I say they seem incompatible is that there are significant areas of the Canadian population that still are not reached to any effective degree by television and it would seem to me that a kind of facility other than existing television stations, a different kind of facility, would be preferred by the Federation and by most protagonists in this field if the Canadian student population is to be treated in an equitable basis where ETV is concerned. In other words, I suggest that, if it were possible constitutionally to launch an educational television exercise now, it could be discriminatory to a certain extent in that certain students in certain segments of the country could not be reached by the existing television stations which you refer to in recommendation number 5.

• 1020

Mrs. Priddle: Surely, sir, in those areas which cannot be reached at this time, new facilities would be provided. This is taken care of by recommendation number 1. Recommendation number 5 merely picks up, in my view, those areas of the population that perhaps could not be served immediately. It seems to follow that any program of development with respect to facilities for educational television must be a continuing thing; it

would not all happen in a day, but rather be something which would develop and evolve over a period of time, happily not too long a time, but it would not be an immediate thing. Therefore, in the meantime, where existing stations could be used as a stop-gap, surely this would be considered rather than not providing educational television at all for that particular area.

Mr. Sherman: I think of my own province of Manitoba, for example, which is thoroughly covered by television in the south, but is not covered at all in the north. If the Manitoba government were to undertake an educational television function and exercise, presumably it should be available to all students in Manitoba, not just those who live in the south. It seems to me the priority should be on either persuading federal and provincial authorities, so far as possible, to establish those necessary outlets in the parts of the provinces that are not reached or, from the point of view of facilities, on closed circuit operations that do not require the establishment of stations.

Mrs. Priddle: Closed circuit television would surely limit the reception of educational television in homes.

Mr. Sherman: In homes?

Mrs. Priddle: In homes.

Mr. Sherman: In homes, yes.

Mrs. Priddle: In our view this would not promote educational development or the continuing education of the adult population. Further, it is our view that if parents are to understand school and what it is seeking to accomplish, they must have some idea of the educational system which is changing so rapidly that, although there was a time that parents did know in a given year a child would study "X" number of subjects and a certain degree of knowledge would be attained, parents are not so aware today because this is changing so rapidly.

Receiving the school broadcast in their homes will acquaint them with this; this is our view. That is only part of it. It seems to us that the continuing education of adults also is part and parcel of the welfare of children, because the ability of parents to provide for their children stems very often from their ability to earn a satisfactory living for them. Therefore, this is part and parcel of the requirements for educational television.

Mr. Sherman: I would agree. I see that also as a very laudable long-term goal, but...

Mrs. Priddle: I think we must have long-term goals.

Mr. Sherman: You are looking at it from a collective point of view, from a family point of view, not from the point of view of that member of the family who is going to school at this moment, but from the point of view of the welfare of the whole family.

Mrs. Priddle: That is right.

Mr. Sherman: Mr. Juneau of the Board of Broadcast Governors, in a very comprehensive presentation to the Committee in the last three or four days, pointed out that one of four basic problems facing educators where ETV is concerned is the problem of scheduling—scheduling lessons, scheduling instruction of an ETV nature so that it fits into the regular routine of the school day. I presume the Federation has taken cognizance of this problem and that in your recommendation number 5, for the sake of clarity and efficiency and brevity, you are not allowing yourself to be sidetracked by problems that will naturally arise and have to be contended with.

• 1025

The recommendation that existing TV stations in all areas be required to carry ETV presentations during school hours does not, on the surface, take cognizance of the scheduling problem. Has the Federation given that subject any consideration?

Mrs. Priddle: We have no way of assessing the problem of scheduling of programs. This, I hope, would be discussed by the electronic industry or by those who, as you mentioned, have already presented briefs in this connection. We feel that the mechanics of this is a specialized field; it would be sheer nonsense to suppose that anyone who was not immersed in the subject matter of the mechanics could speak in a knowledgeable way about it.

Mr. Sherman: As you will appreciate, Mrs. Priddle, it is a question of the scheduling school curricula, scheduling the school day, not the scheduling of the programs that creates the problem. Would it not be preferable to have systems established in school divisions whereby programs could be received and recorded at a convenient time and then transmitted to the classes at a time compatible with the regular school curriculum?

Mrs. Priddle: We hope that recommendation number 6 will speak to this, at least in part; that a communications satellite system would facilitate this: that the educational programs simultaneously would go to the various regions, be recorded and be called back to fit the schedule of the school concerned. It was in this connection that all sorts of problems began to arise and came to mind, whereby it is entirely possible that a specialist in the field of educational hardware would be necessary for a school. This is conceivable at some future time if the hardware develops as it has been doing in the immediate past.

Mr. Sherman: Does the Federation favour a kind of crash program whereby legislation would demand that existing television stations make some of their time available now or in the very near future for ETV purposes and that ETV, so far as it is immediately possible, can be introduced into our educational systems, provided the constitutional problems can be overcome, and that it can become a part of our school and educational system without delay? Or does the Federation feel that very careful methodical steps must be taken in order that ETV, when it comes in, comes in the right way? In other words, is the Federation so enthusiastic about ETV that it would like to see it introduced tomorrow, or would it like the authorities in the country to think about it for a year?

Mrs. Priddle: We hope that educational television, when introduced, will not be just a program established for the sake of having a program, but will have a useful and positive value and be worth while. I hope that the appropriate authorities will consider whatever steps are necessary, and we favour a crash program if suitable and worth while programming is available now or in the near future, but not a crash program just for the sake of doing it tomorrow. This would be very short-sighted and might do educational television far more harm than good.

Mr. Sherman: Would the Federation be prepared to say that there might be a better way of doing it than by using existing television stations but at the moment, since those television stations exist and no other facilities exist, you would consider the use of those stations the lesser of two evils?

• 1030

Mrs. Priddle: While you are in the process of initiating the fuller program—if there is such a word as fuller and I do not believe there is...

Mr. Sherman: But recommendation number 5 in itself would not be the be all and end all of the Federation's ambitions in this area?

Mrs. Priddle: No; that is why it is well down the list.

Mr. Sherman: Thank you, Mrs. Priddle.

Mr. Basford: I have two questions. Concerning recommendation number 2, how many areas are there in Canada with three unallocated VHF channels?

Mrs. Priddle: I think you might find there are a number of them in the northern areas. We have just heard that the northern portion of Manitoba is not covered at all by television. Therefore, surely television channels must be available there. The northern section of Ontario must have available VHF channels. It is in the southern portion of the province that the difficulty has arisen and where there is no alternative except to use the UHF band.

Mr. Basford: So you are really talking about areas which cover about one per cent of the population.

Mrs. Priddle: But that one per cent surely is entitled to the same facilities. Surely this does not mean that just because of geography these people are not entitled to services. This too is our point.

Mr. Basford: The point I am making is that this recommendation of reserving the first three channels for educational television is a recommendation which deals with only about one per cent of the population. Surely we have to consider the other 99 per cent.

Mr. Prittie: I do not think that is right. In the Rockies you get channels available in the more populated centres.

Mr. Basford: Yes, but I am trying to find out where there are three channels available, which is the recommendation.

Mrs. Priddle: I have not at the tip of my tongue the names of the places, I am afraid, but it has been my understanding that except in the very most southern portions of the province and where there is only one VHF channel, for example, in existence, surely there are more VHF channels available. Would there not be more than three, sir? At least three; perhaps more.

Mr. Basford: We have not gone into this question and I have only a very scanty knowledge of British Columbia, where the

education authorities say that there are eight unallocated channels but there is only one unallocated one that covers 85 per cent of the population. The other seven are almost useless. One is available in White Lake; I do not even know where that is in British Columbia. I think it is a community of about ten people.

So, in effect, there is only one unallocated channel that has any real use.

Mrs. Priddle: Surely this does not mean that just because you find that in some particular area there are not three available you would then suggest that if there is one available it should not be used for educational television. The point is that this may vary from place to place.

Mr. Basford: I know. I agree with you, but I was trying to determine just how important this consideration is.

Mrs. Priddle: I think it is very important.

Mr. Basford: Yes, but we must also be concerned with the other 85 per cent. I would like to determine your priority. If there is only one VHF channel available and there is no French language television in the community, which should come first: the educational television or the French language television?

Mrs. Priddle: I would hope, sir, that this would be considered on the basis of equalization. I would hope that all areas and all segments of the population would be well served by that one station. And I would leave it to the authorities concerned to make a decision as to the allocation and distribution. Again it would be presumptuous of me, without knowing the percentages in that particular population, to say, sitting here today, how it should be handled. It would be impossible to do so.

Mr. Basford: Well, I will go back to Vancouver where there is one channel available, or one channel unallocated—let me put it that way—which covers 85 per cent of the population. What would your priority be? Should that be reserved for French television or reserved for educational television?

Mrs. Priddle: I do not think I can answer that question without specific figures on the population and also on those who wish to have it—those who are prepared to have it and who want to have it. Further, sir, I believe that that particular question, as I mentioned earlier, will be better handled by

the representative of our Canadian Federation, and again I hope you will repose this on Thursday when he appears.

• 1035

Mr. Basford: That is fine. We are going to have to go very deeply into this question of the allocation of channels. We do not have that much information before the Committee yet.

Just one question with regard to recommendation 5. You mentioned to Mr. Sherman that related to this was the question of the continuing or ongoing education of adults. I do not see the relationship. I do not see that the education of adults has anything to do with recommendation 5.

Mrs. Priddle: In what way?

Mr. Basford: You seemed to imply to Mr. Sherman that one of the justifications for requiring television stations to carry the ETV presentations during school hours was a benefit in relation to the continuing education of adults, and I do not see that it has any benefit.

Mrs. Priddle: That has to do with the educational program of the schools which I mentioned was of value to a parent at home who could view it and understand the system of the school and the methodology used in the school. Because of the rapidly changing school system and indeed the rapidly changing syllabus of the school, this would be of great help to parents; to the parent who is at home.

Mr. Basford: Surely there are better ways for parents to be familiar with what is going on in the school, or less drastic ways—let me put it that way—than requiring CBC and private stations to carry these programs.

Mrs. Priddle: But this is not the only reason for it. As we discussed earlier, one of the reasons is that until such time as educational facilities can be handled differently, the existing facilities might be used. We recognize the difficulties involved and indeed the financial implications of it and therefore it cannot happen overnight.

Mr. Basford: Which agency would you envisage as having authority to require them to carry these presentations?

Mrs. Priddle: This is a constitutional question which I hoped could be ironed out between the federal government and the provinces, perhaps initially through the Com-

mittee of Ministers of Education; initially there, and finally through the appropriate authorities in the federal government. I do not believe that a lay group can dictate, or that it is even proper that they should dictate, to their elected representatives.

An hon. Member: Everyone else does.

Mr. Basford: My colleague here says everyone else does. You should not be so modest.

Mrs. Priddle: We are different.

Mr. Basford: I was trying to get your view on whether this should be a federal body or a provincial body.

Mrs. Priddle: Which should be a federal and which should be a provincial body?

Mr. Basford: The body requiring the presentation of ETV programs on existing television stations.

Mrs. Priddle: Surely this Committee will make recommendations as to the mechanics of implementing the decisions taken by this Committee in its conclusions and on whether this should be a council or a board, and the makeup of that board would decide as to the representation or the proportion of representation from province or federal government. Surely that is the work of this Committee.

Mr. Basford: Then you are not prepared to help us in what kind of recommendation we should make?

Mrs. Priddle: I feel that you are perfectly competent to do this.

Mr. Basford: Thank you, madam. You are the only one who has said that.

The Vice-Chairman: Mr. Jamieson.

Mr. Jamieson: Mrs. Priddle, one of the difficulties which everybody seems to have in this field is getting a definition of educational television. Do you have one?

Mrs. Priddle: A pat definition?

Mr. Jamieson: Well, I do not know if it is pat or not, but what are we talking about when we are talking about educational television, in your view?

Mrs. Priddle: I do not believe it is limited merely to instruction. Everything we do and everything in our environment surely is education. As we mentioned in our brief, a young child entering school has already experienced

a great deal with respect to education, although he has a great many unrelated facts; but in the final analysis he comes to school not as raw material but, we are told, as a finished product. So that from that point of view he has received education; he learns more in the first five years of his life than he learns for a very long time afterwards. He learns a new language, he learns motive skills, he learns so many, many things before he even comes to school. And then, with respect to television and radio and even the telephone, these have brought to him and to his experience a mass of unrelated facts. Surely that is education, although it is not channelled particularly into any one discipline. This is where the school begins its work, in channelling all of these facts and providing more facts. These are channelled, then, into the various disciplines involved. But education is a very broad thing. How can you limit it in an ever changing society? How can you limit it?

Mr. Jamieson: I agree, but I think that we have real problems in this Committee and in the House of Commons because I suggest to you that it is not going to be profitable for us to deal with this simply by saying, literally, everything is education. We have a constitutional question here and we have a number of other related issues. Someone has said, and I think I am quoting Dr. Andrew Stewart of the Board of Broadcast Governors, that in terms of educational television—that is, in terms of the subject matter before this Committee—an appropriate definition might be a process that requires not only the dissemination of information but some specific action on the part of the viewer.

In other words, it is not merely a matter of looking at something on television and you designate that as educational television. For it to be properly classified as an educational television program it must involve some action on the part of the viewer; that is, the completion of a questionnaire, a study period group activity or something of this nature. But if that element is not present you really cannot call it—again in the terms of reference of this Committee—educational television. Would you consider that a reasonable proposition?

Mrs. Priddle: Yes, I would.

Mr. Jamieson: Well, this brings me to a further attempt to narrow down what it is we are talking about. I will put a proposition to

you and see whether you will accept it: There is no problem in terms of classifying educational television when it involves in-school instruction; that is clearly and unmistakably educational television. Beyond that there are, perhaps, three or four other headings. There is, for instance, adult education, again in the specific sense that I have mentioned, beamed at a particular group or a particular interest and involving on their part some form of activity. Are you still with me up to this point?

Mrs. Priddle: Yes, I am with you, sir.

Mr. Jamieson: The third one would be vocational training, where again there is a clear-cut instruction of a particular nature aimed at this audience, but instead of its being, if you like, intellectually oriented, it is more vocationally oriented. This is the third one. Now, I believe in all three of these cases you might be able to agree with me that a fairly precise definition of educational television is possible.

Mrs. Priddle: Yes, I would.

Mr. Jamieson: Beyond that, the word "enrichment" is now frequently used, and I assume this is what you are referring to when you talk about adults in the home having access to educational television.

Mrs. Priddle: I like the first three points you mentioned much better. This enrichment is fine, but I would not suggest for a moment that adult education should only be enrichment.

Mr. Jamieson: No, I purposely excluded adult education as such. I am trying to get the category that we might be required to consider before this Committee, and if one eliminates in-school adult education, which presumably also will include a form of in-the-field teacher training, the third one being vocational, I suggest that what is left then is a sort of broad spectrum which involves—to use the word I used earlier—enrichment.

Mrs. Priddle: It could be; yes, I suppose so.

Mr. Jamieson: But is there anything else?

• 1045

Mrs. Priddle: Surely the areas you have mentioned are quite broad and sufficiently encompassing to take in just about everything else. I think what you have in mind is that the first three categories you mentioned

would be offered by a department of education to which there would be some sort of feed-back in the form as you say, of coming to write an examination or to produce a seminar, and so on, and that this would, in point of fact, lead to a degree, certificate, diploma, or something of this nature. In this case, then, it would fall within the prerogative of the department of education concerned, would it not?

Mr. Jamieson: Yes, I understand. I think the problem that I am trying to pose to you here is in what I call this fourth category.

Mrs. Priddle: Yes.

Mr. Jamieson: I will put it to you in the form of a question. Do you agree, and does your Association agree, to the fundamental principle that broadcasting is and ought to remain a federal responsibility; that is, the control of broadcasting and the general direction of the use of the airway?

Mrs. Priddle: We have not discussed policy in this connection, sir. I could not speak to that.

Mr. Jamieson: Well, I suggest to you that it is very fundamental to some of the propositions you are putting forward here. I do not know how you can consider one without the other. I will put it in the form of another question to you. Many types of programs on the CBC at the present time, I am sure you would agree, come under that category of "enrichment"? Would you accept that?

Mrs. Priddle: Occasionally, yes.

Mr. Jamieson: Would you think that a provincial department of education, a department of a provincial government, should be able to produce comparable type programming? Let us take a public affairs program such as the major effort on Sunday evenings which is designed, presumably, to enrich and inform and have this general audience appeal. Would you see it as being within the purview of a provincial department of education to produce that kind of program?

Mrs. Priddle: I do not see why it automatically follows that it should.

Mr. Jamieson: No, I did not say it automatically follows; I did not say anything of that sort. I asked would a provincial department of education, under this arrangement we are talking about, in your view be entitled to do that sort of thing?

Mrs. Priddle: Only if they were capable of doing so. Now, it would be nonsense to suppose that if they were incapable of doing it they would even try. I mentioned earlier...

Mr. Jamieson: My question is, constitutionally, Mrs. Priddle. I am trying to define where the province stands in terms of its control over education and whether this sort of thing, in your view, comes under that general heading of education.

Mrs. Priddle: In my view, the constitutional aspects of this are the prerogative of this Committee and the House of Commons. I mentioned earlier that the House of Commons, whether it deals through a committee of ministers or a federal-provincial relationship or rapport, will iron this out, not a citizen such as I or the lay group which I represent. It would be presumptuous for me to do so and very incorrect even to state an opinion.

Mr. Jamieson: With respect, I suggest to you that it is very difficult to examine the recommendations you have made until we know exactly what it is you mean by an organization when you use the expression "educational television". Now, we have agreed on three things which can fairly easily be accepted universally as being educational television. But the fourth one, which I am certain is going to become the nub of most of our discussions in this Committee, is the whole question of what I call "general broadcasting". That is, broadcasting that by your own comment can be classed as educational, but which may well cause all manner of conflict with regard to the question of constitutional responsibility.

Mrs. Priddle: It certainly can, but even so this is still the responsibility of the House of Commons, not the responsibility of a lay group. Now, the first three points you mentioned surely can be implemented and implemented effectively while discussions with respect to the fourth are still being continued. This is no reason for not beginning. Surely you would agree with this?

• 1050

Mr. Jamieson: I am not sure that I would, because I think it is basic to the whole development of educational television that we start on the right foot. However, it is not my position here to dispute your intentions, and I do not propose to do so. I will just move on, if I may, Mrs. Priddle, to this question of VHF versus UHF and related questions.

Does your Association have any idea of the present what I suppose you would call set count in Ontario schools? That is, of the total number of classrooms in the province of Ontario, have you any idea how many of those classrooms are equipped with any form of television receiver?

Mrs. Priddle: I cannot give you a figure, no, but I have been in a sufficient number of schools to know that every school, although it might not have a television set in the classroom, had a portable set, a proper school receiver set on a high stand which is easily viewed by the student body. I have just returned from a visit to a number of Associations and schools in Northern and Northwestern Ontario, and I have not been in one school that did not have a television set. There may be those that do not. They do not have them for every classroom, but they have them in every school that I have visited.

Mr. Jamieson: The fact that there is a television set in most schools is not, in my opinion at least, a really significant point, because I think you would probably agree that for educational television to be effective there must be at least one television set in every classroom.

Mrs. Priddle: I hope this eventually will come; yes, it would be fine. Surely as more educational television is available, as it is more widely used and included in the curricula of the school, or as an adjunct to it, the need will be demonstrated and more television sets will be provided.

Mr. Jamieson: The reason I asked the question, Mrs. Priddle, is that it has a big bearing, I think, on whether or not UHF can be effective if one thinks strictly in terms of in-school broadcasting. The information I have in terms of the total number of classrooms across Canada—we are thinking here in terms of national policy—indicates that presently there are probably not more than 2 to 3 per cent of those classrooms equipped with television receivers.

If that is the case, and there is no reason to doubt it, it seems to indicate there is really no problem in terms of employing UHF for in-school instruction because they have to buy sets anyway, and even the conversion is not necessary. Would it be fair to say that?

Mrs. Priddle: May I ask you one question? Do they not have television sets simply because educational television is not available

to them or not in sufficient quantity to make it worthwhile buying sets? I suggest that sets would be bought if educational television was readily available and pertinent to their purposes.

Mr. Jamieson: Oh, of course.

Mrs. Priddle: I do not think this is the problem, sir.

Mr. Jamieson: No, that was not the nature of my question. I am sorry if I phrased it badly. As I see it, the problem, being raised here is access to VHF for educational purposes for the simple reason that not many sets are presently capable of receiving UHF and VHF. However, if we are speaking of in-school broadcasting—and I am for the purposes of this discussion for the moment—this is not a serious problem because when they buy the sets—and I quite agree with you that they might very well do this—they can buy a UHF set.

Mrs. Priddle: Yes, for in-school broadcasting it presents no problem. Our concern in this connection is that if it is going to be readily available and accessible to the general population then it becomes a problem.

Mr. Jamieson: We are now back to any original question, on which I gather we are not going to get very far...

Mrs. Priddle: Not entirely.

Mr. Jamieson: ... because we are now moving outside the field of straight instructional television and into the question of why educational television would want access to the mass audience.

Mrs. Priddle: You mentioned three points with respect to instructional television. The first one was in-school. You then referred to the intellectual and the vocational aspects. These surely need not necessarily take place in schools. Certainly in our more isolated areas in all probability they would not take place in schools. This is therefore all the more reason, if the continuing education of adults is to be well served, that this must be available to them in their homes.

• 1055

Mr. Jamieson: Not necessarily. However, I did not ask that particular question. I wanted to clarify, speaking of in-school broadcasting, that we do not have a problem in as far as UHF is concerned.

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Mrs. Priddle: No, we do not.

Mr. Jamieson: That is unquestionably your view of the case.

Mrs. Priddle: What a pity to limit it to that. You would not suggest limiting it to that, would you, sir?

Mr. Jamieson: I am asking the questions, Mrs. Priddle. I am trying to get some clarification of your point of view.

We spoke a moment ago about a definition of education, and then you went on to say whether it was part of the curriculum or an adjunct to the curriculum. We are now involved in a very, very major project. In your opinion would it be satisfactory for educational television to follow a route that would merely be an adjunct to a conventional course of training or instruction in schools?

Mrs. Priddle: I hope that does not happen. We are not making full use of its potential if it is merely being used as an adjunct. As someone facetiously suggested, if a teacher merely used educational television to fill in the last half hour of Friday afternoon, what a pity this would be. What a waste of your time and everyone's time in trying to make it available if it is merely to be used as an adjunct, and I use that word in its worst sense, meaning something you do if you get around to it.

Mr. Jamieson: We have this expression in Newfoundland: The dory tied on to the schooner.

Mrs. Priddle: Something of that nature. This would be a great pity and we would be missing the boat.

Mr. Jamieson: If I understand you correctly, your conviction is that if we are going to move into educational television it must become an integral part of the educational process?

Mrs. Priddle: Yes.

Mr. Jamieson: I totally agree with that. However, having said that I am still puzzled, and I wonder if you have given any thought to how a single television station can really be anything or provide anything other than an adjunct? When one considers there are only a certain number of hours in a school day—I can do a rapid calculation here if you will bear with me—and suppose we merely take high school from Grades VII to XII?

Mrs. Priddle: Grades IX to XIII.

Mr. Jamieson: Suppose you had six different higher grades where you were thinking of using television as an integral part of the system. I assume in most schools that would cover ten subjects. Would that be a fair number in any one of those grades?

Mrs. Priddle: I think that would be a maximum.

Mr. Jamieson: Let us say eight subjects, then. That comes to 48 or 50 different subjects which educational television is going to deal with, and deal with as something other than—to use your expression again—an adjunct. How can a television station, or even two television stations, provide the volume of programming which is necessary in order to really be effective and be integrated with the system?

Mrs. Priddle: I think you are supposing that educational television would be necessary every day, every week and every month of every year. Surely, the educational system would use it perhaps as an introduction to a new content which they wish a master teacher who is particularly good in his field to present. This does not replace the classroom teacher.

Mr. Jamieson: Oh, I am well aware of that.

Mrs. Priddle: Or necessarily lessen her work. It gives her added resources with which to present a new concept, and surely, if she is trained in the use of this media, it is a resource which will enhance her position rather than replace it. I think you are envisaging that at the opening of every class in every grade you conceivably would begin with a television program. Surely this is not necessarily so.

Mr. Jamieson: You are very skilled at putting words into my mouth which I did not say.

Mrs. Priddle: I am sorry.

• 1100

Mr. Jamieson: What I said—on the pure basis of mathematics—is that it seems to me, even allowing for anything less than a single period per class per day, just one-half hour out of the total broadcasting day, it would suggest that television has to be an adjunct and surely not an integral part. Merely providing one instructional session daily per class

is a physical impossibility if you use the conventional means of transmission.

Mrs. Priddle: I feel perfectly certain that the Ontario Department of Education will be visiting this Committee in due course. I do not believe they have visited you to date, but I believe they will. I know the Ontario Department of Education is prepared to move ahead with educational television very quickly and I hope, sir, you pose that question to them because I feel their educational television branch would have the answer to your question and to the statistics you provided, or your mathematics, as you call them. I believe you should pursue this, but I suggest you pursue it with them because it is my understanding that they feel this poses absolutely no problem as far as they are concerned.

Mr. Jamieson: They are very enthusiastic. The reason I ask you this, Mrs. Priddle, is because in your recommendation there is no reference whatever to other techniques. In other words, you are simply saying it should be either UHF or VHF, and preferably VHF. Has your group explored any of the scores of other methods which are now available in audio-visual education?

Mrs. Priddle: Yes, but it did not seem to us, as far as this brief was concerned, that we should be concerned with audio-visual materials other than educational broadcasting. For that reason this brief only deals with that.

Mr. Jamieson: I am merely coming back to the initial point I made about definitions; for example, cable or the 2500 megacycle band. In other words, there are a variety of techniques available now and I am wondering why these were not included in some way or other.

Mrs. Priddle: The 2500 megacycle was mentioned in a brief to the Board of Broadcast Governors last year. Although we have mentioned other things, it is specifically not mentioned in this brief because our prime concern was that educational television should not be limited exclusively to the UHF band. Although we mentioned other things, the prime reason I am here today is to express the hope that for the reasons mentioned the UHF band will not be the only means of broadcasting which is used for educational television. Where VHF channels are available it would seem unwise not to use them.

Mr. Jamieson: If the committee will bear with me, I would just like to ask again why

there should be what seems to be this overriding concern that whatever is produced for educational television be available on some sort of a general usage basis? In other words, I get the impression from your comments, and from those of others, that the in-school aspect is not as of great concern to your group as its being accessible to the general audience.

Mrs. Priddle: No; I would not accept that, sir. Of course in-school broadcasting is vitally important. However, we state that availability to the general population is also important. We consider that it must also be served.

Mr. Jamieson: Let me ask you a question which is not quite hypothetical. If there was a better method of reaching more children in more classrooms more often with educational TV programs—using that phrase in its broadest sense—but this technique limited the reception of those programs to the schools, would you still prefer to take the conventional broadcasting route?

Mrs. Priddle: If it was limited to the schools. . . ?

Mr. Jamieson: Perhaps I can rephrase that question.

Mrs. Priddle: Please do.

• 1105

Mr. Jamieson: Let us assume that it could be clearly demonstrated that the employment of the 2500 megacycle band, or cable, or something like that, was obviously and unquestionably better from the standpoint of in-school instruction; that it could reach more classrooms; and that it could solve many of these other problems. The flaw in it, from your point of view, would be that it was not available to the general public, and would you still wish to proceed with the system that was so available?

Mrs. Priddle: That would be difficult for me to say, because I find it difficult to accept the fact that a committee of the House of Commons would consider such a thing. Bear with me for just a moment. I feel perfectly confident—and I am not being facetious in saying so—that a committee of the House of Commons has the best interests of the public at heart and that it would accept the fact that training and retraining of the general population is necessary perhaps three or four times in a man's lifetime. I am sure all of you accept this. This must be made available.

I suggest to you that should you consider that the 2,500 meg. will give the best service to the greatest number of children in school you might consider it but surely this would not preclude your having the welfare of the general population at heart, too. Why must it be either/or? I appreciate that there would be a financial implication which would slow down the process. . .

Mr. Jamieson: There is a constitutional question, too.

Mrs. Priddle: And there is also a constitutional question; but with consultation and agreement surely that would not be all that insurmountable over a period of time. I would hope that you would try.

Mr. Jamieson: In the light of all the fine phrases of last week, you may be right.

I merely want to point out to you, in conclusion, that the city of Glasgow, the inner city of London and Fordham University in the work it is doing in New York City—and I could give you at least six or seven other examples—have abandoned the idea of so-called conventional broadcasting and have adopted other techniques. This was the reason for my asking these questions. Perhaps, as you say, there are other groups which may have more experience. . .

Mrs. Priddle: From your deliberations you may come to this conclusion, but I at least hope that you will consider all its aspects and the feasibility of it.

We would not suggest that the Committee, after full study of every area, would do something which was not in the best long-term interest of the general population. This Committee must be interested in the long-term aspects of any of these measures. However, in connection with the availability of educational television I am thinking of the three areas of instructional television to which you have referred.

There is one aspect which I mention in the briefs. If UHF adapters are not purchased by the general population this will prevent their reception of it. As perhaps a precedent for this, you gentlemen will all recall that when the FM radio band was first introduced it was sincerely hoped that FM sets would be purchased. Unfortunately, although I presume some were, they were not widely purchased. To many families a \$40 adapter is a large purchase and one which just cannot be con-

sidered because of more pressing needs. With other members of the population perhaps more frivolous purchases would take precedence, but for a great many there would be basic needs which would prevent it.

Therefore, I draw to your attention the experience with the FM band. Because adaptors cost only \$40 it is not going to automatically follow that they will be purchased.

Mr. Basford: Will they not buy the adaptors when "Bonanza" is on UHF?

Mrs. Priddle: I do not know. It would be interesting to know. There, again, you are speaking of the more frivolous portion of the population.

Mr. Jamieson: Oh, no. You are going a little too far!

The Vice-Chairman: Gentlemen, on your behalf I wish to thank Mrs. Priddle very sincerely for her important and very interesting participation in our debate.

It was a pleasure to have you with us, Mrs. Priddle.

Mrs. Priddle: Thank you.

The Chairman: Our next guest, and participant in our debate, is Mr. Howard Mountain.

• 1110

If it is agreeable to the Committee I suggest that Mr. Mountain summarize his brief and that we have it printed as an appendix to our record. Is that agreed?

Some hon. Members: Agreed.

The Chairman: Mr. Mountain?

Mr. Howard R. J. Mountain (Willowdale, Ontario): Mr. Chairman and members of the Committee, may I begin by extending to you my thanks for allowing me to appear here today.

I appear as an individual and, as such, perhaps I should begin by stating some of the reasons for my being here.

I am, first of all, an educator. I am now teaching in a school of North York Township in the suburbs of Toronto. My history has been in theatre, as a founding member of the New Play Society; in motion pictures, with the J. Arthur Rank company; in the Canadian Broadcasting Corporation as a contract employee; as the Metropolitan Educational Television Association of Toronto's program

organizer for a period of two years; and as the television advisor to the Ontario Department of Education for almost two years.

I would like to offer an apology. I am not at all proud of the fact that my lack of proficiency in French has not allowed me to put these remarks in that language in the way which I know I should. If those of you whose home language is French will bear with me I will try my best to answer your questions. However, perhaps as a result of an educational system, Mr. Chairman, my French is not what it might be.

The Chairman has requested me to summarize this brief because of time and other exigencies. This is a result of my six years of effort on my part and as a result the summary has been a difficult thing in itself. However, I will attempt to do this, Mr. Chairman.

Gentlemen, what I am trying to say to you this morning is simply that educational mass media is a triumvirate that involves three components: mass planning, mass broadcasts, and mass evaluation, and no one of these can exist without the other two. It is interesting to note that in many situations where educational television is more than a decade old a statistical survey will show that this triumvirate has not yet been established.

If you in any way conclude from my remarks that I am against the development of educational television may I say, that it is, I think, my one love. I have worked on it in this way because I feel quite sincerely that with billions of people in this world who are functional literates in any language, this method of communication that does not require literacy may be the one thing which will enable us to communicate to the world's millions in an effort to save them from catastrophe, as it was so aptly put in the last Fowler Committee.

• 1115

On the first page of the brief I say that there has never been in the history of man an activity that has placed before any group as enormous a challenge as that faced by the programmer in television. It is this: "Resolve into sound and picture an experience that will retain the attention of millions of people for eighteen hours a day—not for one day, for one year, for one decade, but as far as we can see, forever."

I understand there is a professional broadcaster among your group. He very well knows

that this challenge is not only an enormous one but one which is increasing in difficulty every day.

I have gone on to try to reiterate that the two things, invention and retention, have made it progressively difficult for the entertainment programmer to find some relevance in the competitive mass media market, which is growing larger and larger every day. I have tried to relate the problem with a little graphic illustration in my brief, and this is the real essence of all programming. We divide it, consciously or unconsciously, into known and unknown factors. The mass programmer must try in any way he can to assess this balance, and it is his success at assessing this balance that really determines whether or not his programs are going to be a success.

I go on to say in my brief that in any experience where persons are allowed a free choice of the number of unknown elements, not only will they choose those elements that are significant to them but they will quite unconsciously select the number of them that matches their natural ability and their particular awareness at a point in time.

Gentlemen, in one very short paragraph, this is the modern educational philosophy. Educators are now very much attempting to do this on a person to person basis in the classroom.

I have tried to go on to indicate that in a situation such as a concert hall a professional musician may have an entirely different set of "knows" than a young boy, but as long as the balance is right for both of them they both will say that they have enjoyed themselves.

Then I say in the brief that this free choice of elements in the environment of the concert hall is partially lost in both education and television. In much education the sequential nature of the process dictates a progressive transfer of information from the known to the unknown side of the line with new elements being added to the unknown at a prescribed rate for the entire class.

We might now begin to think of the entire class not in terms of 30 people but in terms of a quarter of a million. In television the eye of the camera and the range of the microphone most deliberately limit both the audio and the visual experience of the viewer through the

selection and use of the technical facilities by the producer—and in this case the producer in educational television may not be the educator—so that the little boy may only see his cymbal player for a few instants and the nuance of a flute passage may never be seen by the listener who is a professional musician.

I have tried on page 2, to indicate the two words "boredom" and "confusion" as they fit this formula. And I think if you apply this for just an instant to any program that you have watched or any educational experience that you have taken part in, you will agree perhaps that this is the essence that is involved.

• 1120

The "new" elements of television are being rapidly burned away. Despite things like manned space flights invention was necessary to try to sustain interest, therefore, in the unknown parts of the broadcast.

I also mention that in the parlance of the dramatist this unknown element is referred to as the 'possible improbable' ingredient, and is easily recognizable as a component of a mystery drama where the programming will prove this essence must be present. After you have seen ten animal acts, dance sequences, or even quiz shows, it is really the extent to which each program can supply that 'extra twist', that possible improbable, that something different, that unknown, that always determines whether or not you 'enjoy' yourself. The essence of this is that as we use up the unknowns in the mass media and they become transferred to the knowns side we attempt more and more to explore other areas that will enable us to sustain the balance for the mass audience.

Next I comment about the "Star" system. I did so because I felt it was extremely relevant to the master-teacher concepts that have unfortunately arisen in the United States. Since I am summarizing may I simply say that the master-teacher situation does not seem at all relevant to me. However, with the organization that many educational television systems have had it is little wonder that this has taken place. The master-learning situation, I contend, is the one we must aim for.

I made a comment here about "Bonanza", as somebody else did this morning, and indicated that I think it is rather remarkable that the producers of this program have been able to sustain a balance. I have also tried to relate this same balance concept to the

"Star" systems themselves. Perhaps some of you have heard of this business of star saturation, personality saturation, when someone is typecast and continuously exposed in a role. There is a real danger that these people, in a sense, may simply have exhausted their personality.

Mr. Chairman, with your permission I would like to go over to page 5 now. Here I have tried to indicate one of the principal problems that is involved in educational mass media. We are all pursuing the unknown and this, of course, once again compounds the problem. The process of television production through all its stages involves a personal commitment that only experience can define—I am speaking personally here—and yet with all the calculated attachment that marks the professional producer in the television mass media, no one would judge that decisions of program content, of the choice of knowns and unknowns, are not at least a partial reflexion of the producer's own choice and the ratio of these elements. The choice of elements used by the television producer is often referred to as "art". The boundary of art and science is logic, and I do not believe that we can tolerate art in an educational mass media. I believe we must tolerate only logic.

Some programs died because of their lack of unknowns and many have faced the same fate because there was just too much new or unknown, and a confused audience abandoned them. I am sure you know of many programs that were considered very worthwhile by many people—the "Studio One" and the "Playhouse 0" programs—and here I believe we can demonstrate in many ways the problem that will be faced by educational broadcasters of a lack of balance between this known and unknown ratio in entertainment media as we now describe it.

• 1125

It is true that the significance of the "known" areas to individuals is of principal importance because the degree of performer personality identification is without doubt the most vital component in the medium. This, of course, is why the master-teacher has grown as a symbol of ETV, but so has the vital ratio between the knowns and unknowns of a presentation, and if within any specific exposure time period the listener is simply not able to absorb all these elements presented, the result is his immediate rejection. A program that establishes new locale, new personalities

and new conflict elements that require rapid assimilation and a high degree of retention can only appeal to audiences capable of absorbing them with ease, and yet "the show must go on". Few areas of man's endeavour can escape, and some people feel in this quest that taste, morality and truth are threatened and that the search for the "unknown" elements now includes experiences that do not belong on this instantaneous mass medium. In ancient times, uncontrolled and still under the guise of entertainment the taste of the audience reached some horrifying depths.

I will now begin to discuss the problem of education as it fits with mass media, and here we are dealing with some difficult concepts. Therefore, with your permission, Mr. Chairman, I would like to dwell on these a little more thoroughly. If you will turn to the top of page 7, please, gentlemen.

Although we know this is not the case, most of us have been conditioned to believe that authority separates education from other forms of communication. Authority is the basis for our acceptance of content, validity and accomplishment as being educational in nature. The enormous growth that recording of all kinds has brought to the accumulation of knowledge has, at the same time, reduced a growing proportion of it to the acceptance of authority.

I think this is a basic concept, gentlemen, that we must recognize before we begin to deal with educational mass media—and more than it is now being dealt with in the schools—as we will see. If you have read a book about life on the island of Hawaii you are only really entitled to say, "I believe this is valid", if you accept the authority of the person who wrote it. In truth, the phrase "I know" should really be reserved for those fortunate few who have had the experience of visiting the island in person. So you see, in our schools we have a vast horde of believers.

In television we have for the first time a recording device which by its nature has the near reality of a coloured moving picture with sound and the capacity to instantaneously influence millions of people with a communicator which, at the same time, is capable of the most faithful reproduction of reality or the most artful distortion of it. In an extension of the adage "seeing is believing" a television program supplies much of its own authority, but in the cognitive, intuitive, mechanical selection, re-arrangement or dis-

tortion of its elements that is possible it places in the hands of the few who must create its programs a professional responsibility and a public obligation second to none.

In much of education today it is a dilemma that truth and bias are separated by authority alone. If education is to be used in a medium and in a situation where truth and authority cannot be separated by the vast majority of the audience, then most deliberate and considered safeguards are required. Of course, normally experience would separate these things but if the experience is not possible, if the child is simply not able to go to China to see for himself and must rely on the television program to see for him, then he has no other way of judging what goes on in China other than by listening and watching the selection of events and sensations that have been made for him by the television program.

For more than a decade in many places throughout the world the near reality that is television has attracted educators, who were already convinced by its obvious capacity and potential as a mass communicator that it had a vital role to play in education, and in my opinion it does have a vital role to play. In ETV the compounded ancestry of theatre, motion pictures, radio and classroom teaching has spawned a growth pattern that is largely residual, irrelevant and intuitive. Patterns of program development, production, distribution and assessment have been largely residual. Much programming has resulted from the expediency of cost, the availability of program elements, the aesthetic whim of producers or political showmanship performed by educators. Even though they combine the authority of education with the power of television, whole series of educational programs are now being broadcast to thousands of pupils with little more consideration than the rental cost per unit exposure or the personal preference of one individual in authority.

• 1130

Gentlemen, I would like to refer to the brief presented yesterday by Mr. Juneau which referred to interests which do not have educational basis that are being founded within a governmental system. These other interests are assuming more and more responsibility and influence over products which are being committed to educational mass media. It is very often the case that one or two people in authority are responsible for what is accepted—and similarly for what is

rejected—for showing to large numbers of students no matter what their ages. As for the assessment of program work or value, as many programs have had little more than intuition to guide their planning and decisions masquerade under the titles of creativity, taste or art, it is little wonder that comprehensive assessment of the program effects was impossible. In short, if you do not know what you want to do or how you should do it, it becomes quite pointless to try to assess if it has already been done. If you are questioned you can defend yourself with the devices of creativity, art, expertise or, of course, authority.

In any educational process this situation is intolerable. I submit that in today's world in educational mass media this is criminal. Consciously or not, every educator makes an appreciation of how he can best serve the needs of his students by supplying them with the four principal elements of the learning process. Would you just look at them, please, gentlemen? They are presentation, consultation, reference and experience. Perhaps the best way I can explain this in summary is by simply asking you if you would try to think of your own educational past and of your own educational present, to think that we are now doing presentation and that in a short while we will be doing consultation. I was over at your library and I noticed that you are accumulating a great deal of reference to assist you but, of course, none of this is really relevant without the kind of presentation that Mr. Juneau gave yesterday, which indicates the experience of other people.

In most educational experience it is the lack of balance of these four elements that contributes most to its failure. I certainly can say this is true in my own classroom. In our educational systems the balance approaches its ideal at both ends of the scale. Kindergarten and graduate school most nearly meet the ideal, but thousands of dropouts will attest that, in the intervening years, they found a system whose imbalance has been unable to sustain an educational relevance for them. Television may motivate or supply these elements to an educational process, but their worth may only be judged in truth on how well they complete the balance for each individual student viewer engaged in a particular educational pursuit.

Many times, especially in principal closed circuit operations that I have seen, presentation has been the sole component propagated

by the system, and because the analysis of the process had not been made by the individuals concerned they did not realize that what the teacher had to then do was supply the other elements and create a balance. Television took from the teacher the presentation but the professional impact upon the system, because of the lack of this philosophy, was very unfortunate.

There are limitations to the vicarious capacity of television in this role. In a course on "How to Swim" television may supply or motivate presentation, reference, or consultation, but any experience factors will be no more than motivation, and getting wet will still be unavoidable.

For any educator who would use television as an adjunct to any other pupil activity, he must not only have detailed prior knowledge of the content of the program, which I think goes without saying, but of the ratio of these elements in which he will vicariously involve or motivate his students.

• 1135

I would consider ideal an encoding system for each television program so that if it were encoded the teachers would not only have some idea of the content but of the educational factor that was being served.

To this point, the success of educational film can be attributed to the fact that it supplied experience factors not to be found in the classroom thereby improving the balance of its educational process, while much television has been in the area of presentation which, however, expertly performed, further contributes to the imbalance of the elements already there.

The ratio of presentation, consultation, reference and experience—the four principal components of the learning process—must be supplied or augmented by ETV to establish the best ratio to serve individual students and the particular educational process. Obviously, if you are learning how to fix a motor car or learning latin verbs the imbalance will be quite different. I would not suppose that it would ever be the same for two pursuits; it would not be the same for an architect learning plumbing or a master plumber taking a refresher course.

Any organization then must have completed a thorough analysis of its present system

based on these criteria before inserting into the educational climate an ingredient so powerful and costly as audiovisual mass media.

If my dear wife were making a cake and wondering why it flopped I am sure she would analyze the ingredients of the cake before inserting something else for fear that it might flop again. This is a simple analogy.

In our world of increasing automated technology, we have been conditioned to accept that simultaneous derivative of mass production are economy quality and uniformity. This same automated technology promises us a release from much dull and repetitive labour where originality may again find a happier balance for many more in society.

But again in the name of economy and quality the concepts of mass production have been applied to media of information and education, with far too little regard for the uniformity that is their inherent character.

Textbooks have already dominated much education in this fashion, justified by many who point to economy and quality. Surely this was the point principally made by Mr. Ju-neau yesterday.

With quantity the dominant feature of most survivors of competitive mass production, educational uniformity will increase without deliberate attempts to ensure the balance of these components of presentation, reference, consultation and experience.

The cost of production and distribution of educational television combined with the initial uniformity imposed by channel availability dictate most deliberate and responsible regulation in this area. Any student viewing a program extramurally must be assured these elements are provided or motivated so that the characteristics of uniformity that mass media brings to education may be appreciated by each viewer or student and deliberate compensation made by both the individual and the medium itself.

These characteristics having been analysed and an appreciation made based on this statistical data expertly interpreted, the next consideration that must be made is *mandatory to educational mass media to support the case for broadcast*. I really cannot stress this too much. Each program proposal must be related to the media and other program offerings by statistical base program priority surveys which will reflect and correlate the following factors:

(a) *Immediacy of the Need*

The rapidity with which television can convey vital information in times of urgency has already been demonstrated many times in the field of public information and news. In the ever more rapidly changing progress of education, television will become the agent to overcome the serious time lapse imposed by print media.

(b) *Intensity of the Need*

What I am trying to say here, gentlemen, is that any one of these may in a system dictate that a city, a small town, an area, a group, that is identified in any way may take precedence over the simple size of the audience, which is (c) part of this, because their needs would be greater, more intense, more immediate, or one of the others mentioned here.

• 1140

Intensity of the Need—This factor will have to be assessed in its capacity to motivate as much as to inform.

(c) *Size of Audience*

Of course, you are all aware of this. This is the only criteria that is now used for much audio and visual broadcast. Cost of production and broadcast in a medium of such expense and power must be related to a cost per listener per program, but only in relation to all other factors.

(d) *Secondary Propagation Effects*

All of the sociological studies indicate that this is a very strong part to be considered.

A program for 10,000 teachers may in effect be a program for 350,000 students. E.T.V. designed for 20,000 community leaders may be propagated by them to benefit millions.

(e) *Projection of the Need*

Economics of program repetition may be the obvious advantage of this factor, but in an educational climate of growing initial and remedial requirements, it will be at the same time the most vital and difficult to assess.

(f) *Characteristics of the Media*

This represents a great abbreviation but, for your consideration, television is a transitory experience where information must, by its nature, be transmitted at a prescribed rate which will be a median for the audience. Provision for enrichment or re-enforcement

above or below this norm as well as the need for repetition will relegate portions of the educational experience to other forms of educational process more designed to meet individual student needs.

An examination of such simple questions as "how a giraffe moves" cannot be verbalized successfully in any way. I have tried to do this many times. However, it can none the less be absorbed and understood visually by small children. Students must determine how best to use this technical facility of television to ensure that the characteristics within its capacity present the student with the best combination of image, colour, movement and sound.

This, of course, gentlemen, involves the kind of basic research or information that is relevant to the basic research that has been going on in many places throughout the world.

(g) *Cost Relative to Alternate Proposals*

As an information purveyor to mass audiences, television has already proven it is the cheapest per unit person mass media. However, from a listener viewpoint, time must also be considered as cost. You were asking questions yesterday about the cost of educational mass media. The true educational cost of a 30-minute program broadcast to 50,000 students in a publicly-supported in-school situation is the sum of research, production, performance, distribution and assessment, plus an average per pupil per minute cost of one cent or more. So, you see, gentlemen, if you were broadcasting to a quarter of a million people and the production costs were \$20,000, the broadcast cost \$6,000, the research cost \$3,000 and the evaluation cost \$1,000, this might be a very, very small portion of the true cost of the program. The cost which is really to be considered is the cost of housing and supervising every student who spends an hour or half-hour watching that particular program.

The public is gradually beginning to accept the educational authenticity of television in the same ratio which print now enjoys. Only the most impartial professional control can be tolerated in all areas of content, production and assessment of this most potent combination of the near-reality of television and the authority of education.

An organization to conduct such surveys will ensure, by involvement, the support and

confidence this audio-visual media must enjoy. There are many situations where this involvement simply has been lacking and therefore support has not been forthcoming. Such surveys will ensure that programs reflect the needs of the majority they serve rather than the minority who must originate them. However, any techniques for the establishment of program priorities and content must be followed, after translation into educational audio-visual mass media experiences, by an equally broad-based impartial assessment program. Intuitive assessments will result in bureaucratic chaos based on a personality cult whose derivative in educational mass media could only be described as propaganda.

• (1145)
Factors of cost and relative exposure probability dictate a further requirement of programs for extramural viewing. A certificate of proficiency in a language of Canada is as important to a new Canadian at the termination of a program series as is a credit to any university student. In a society where working and learning are beginning to be accepted as synonymous, programs or program series must be further judged in the program proposal stage with the following measure.

Mr. Jamieson, perhaps these were some of the criteria you were looking for earlier this morning.

Priority (4)	Non-sequential	.....	non-accredited	.....	non-rewarded
Priority (3)	Sequential	.....	non-accredited	.....	non-rewarded
Priority (2)	Sequential	.....	accredited	.....	non-rewarded

We hope some day in the very near future, as is happening even now in the United States, that the television programs will be sequential, accredited and rewarded, and that people will be paid to watch them and absorb their message. The deductive obligation of educators in their use of television must exceed by far present standards, especially as this is a one-way communicator for the better part. Misconceptions or misunderstanding by 10 per cent of the class may number in the thousands in an ETV classroom.

There is a misprint here. In the development of mass media the simultaneous growth of efficiency and power in a free society can only bring a most vigilant and comprehensive program to perpetuate its character as a service to the people. In my opinion, when this enormous power is combined with the authority of education, it presents an opportunity and a responsibility without precedent.

The responsibility of any authority charged with the control of educational mass media is to ensure that any and all programs provided by these media have as their *raison d'être* the product of a most broad-based deductive impartial organization with equal capacity for a continuous assessment of its effects and perfection of its techniques, as well as justification for its offerings, not only as education but as mass media itself. To coin a phrase, "The message must be the medium".

In our world, the explosion of knowledge, population and atoms must be matched by an

explosion in education that only television can provide. Forgive me for quoting as follows:

We must bend every effort by this means to avoid the universal postscript of disaster: "Forgive them, for they know not what they do".

Thank you for your kind attention, gentlemen. I am in your hands.

The Vice-Chairman: I think the first name on my list is Mr. Reid.

Mr. Reid: Yes. I would like to thank Mr. Mountain for his very excellent brief. It certainly is full of a great many challenging concepts and ideas. I would like to ask a few questions and the first one deals with part of your introduction where you mention the lack of ability or knowledge with which I gather educational television is presently used both in the United States and Canada. Could you give us any more specific examples of the misuse of the medium in educational areas?

Mr. Mountain: I am sure you are all aware there are a number of profit motive institutions within the United States that distribute educational television programs. I sat in the office of one of these institutions one day and listened to a conversation—and as it was overheard I prefer not to elaborate on the individuals involved, who were negotiating for a very large number of science programs for a junior grade—and, in essence, it went

like this. The manager from station A said, "I have X-number of time slots to fill. What do you have in grade VI science"? The reply was, "We have a new series but it costs X-number of dollars". He evidently replied, "I do not have this kind of money". So he settled for the number two series, the old one that was a little rusty around the edges. With a number of programs involved for the broadcast area this could not help but constitute the principle which guides a portion of the science for that year for the children involved.

• 1150

Mr. Reid: In other words, with the ETV system we may end up in the same position with respect to programs as we now face with respect to text books?

Mr. Mountain: There is indeed a parallel.

Mr. Reid: Except that perhaps it might be more expensive?

Mr. Mountain: I would say considerably more expensive, yes.

Mr. Reid: In the case of the ETV.

Mr. Mountain: Indeed.

Mr. Reid: So when we go into educational television we are really not going to be able to foresee any great cost reduction, as some people have suggested?

Mr. Mountain: I think the investment is one of the things that is difficult to assess. I consider education an investment, and this is one of the things I find it very difficult to speak about, whether or not the investment is really going to give a return. I think if it is properly organized and it has the program evaluation and content bases that are required, then the dividends can be several times the ones that have been realized up to this point.

Mr. Reid: Given the necessity for excellent programming if ETV is to be a success, to your knowledge have there been any studies carried on in Canada which measure the impact of this type of programming, or are you just a voice crying in the wilderness?

Mr. Mountain: Up to this point I know of no evaluation programs that have been carried out in Canada on the effects of the broadcast programming in educational television which could be statistically relevant. To ask one teacher in a thousand or one pupil in a thousand, how they like the broadcast I am afraid I cannot accept statistically. A great

deal of research must be done to evaluate the true worth, or the true impact, of an educational broadcast.

Mr. Reid: Has any work of this kind been done in the United States or in Great Britain, or in other areas?

Mr. Mountain: Yes; there has been quite a large amount of work done. However, in many cases, in my opinion, a lot of this work has been performed from an irrelevant base and the conclusions come to, after spending a great deal of money and time, were further misleading, because in some cases those doing the work were not fully aware of the nature of the medium in which they were involved.

Mr. Reid: Basically, what we are being asked to do is to sponsor an educational television system about which nobody knows anything, particularly about its effects and how it can be properly utilized?

Mr. Mountain: Sponsoring the system is something that I would heartily recommend; but sponsoring the system without sufficient research, and without adequate control, I could not recommend.

Mr. Reid: You were an adviser to the Ontario Department of Education. To your knowledge, have they developed in the last few years a program to find out what the advantages of this system are?

Mr. Mountain: It has been some time since I have been with them. I am perhaps not aware of some of the more recent developments there. However, as a teacher in the classroom, I have received some evaluation material because I view some of the programs with my own students. This material, however, is, I am afraid, material which asks questions of me, as the teacher, and I am not the audience.

• 1155

Mr. Reid: You are using the picture?

Mr. Mountain: The teacher is not the audience. The students are the audience.

Mr. Reid: Has the Metropolitan Toronto authority any research program of this nature?

Mr. Mountain: I am not aware of one. If they have one I am simply not aware of it.

Mr. Reid: In your opinion, is the Province of Ontario probably the most advanced province in Canada, at the present time, in this field of ETV?

Mr. Mountain: I certainly think that the budget indicates this, yes.

Mr. Reid: And they have done very little research on its impact?

Mr. Mountain: As I say, I am not aware of precisely what they have done. I am aware of what has reached classroom teachers in the particular area where I am.

Mr. Reid: I will move to another subject. I was fascinated by your comments on authority and the master-teacher relationship in educational television. Would it be reasonable to interpret your remarks as in favour of some form of decentralized educational television system?

Mr. Mountain: Any system which is developed for educational broadcasting must pay to the minority the same attention that it pays to the majority, even although the temptations of mass media would have it serve the majority. I cannot see how anything short of the kind of proposal that I have tried to explain to you this morning can, in a full carrier operation of perhaps several thousand programs a year, designate which ones of those would be primary, secondary, adult, continuing, technological, and all of the categories of education; or can designate, with the criteria that I have tried to develop, whether at that point, in broadcaster's terms, the network should be split and Sudbury, or Kamloops, needed to have a broadcast that was particularly suited to its area, because of a factor such as, intensity of need. If there was an epidemic problem, requiring an educational series instantaneously to combat it, I could see the intensity of the need superimposing itself and taking over from all the other factors involved.

Mr. Reid: Yes; but what I was trying in another way to get at was the concept of the uniformity of mass ETV in conflict with the individuality of the student and his individual rate of progress. It seems to me that if you go on a network you not only run into the difficulties of scheduling but into the difficulty of the various speeds of the students in various areas.

Mr. Mountain: Indeed you do; and, of course, to use an educational term, this is the line along which the principle of streaming is now employed. This is why I say that the only solution to this that I can see, in large audience participation on broadcast channels is to ensure that the other components—the

reference, the consultation and the experience—are in due balance. Thus, if the child is a superior student, and the television program is principally of a presentation nature, then obviously the book or the other types of reference material should be made available, so that the student can enlarge to his own capacity. However, more important than that, I feel, is the fact that he can question the validity and the relevance of what he sees and gain an objectivity and some kind of assessment criteria of his own of this mass medium. Of course, this is the program now which is of concern in my own school area.

Mr. Reid: ETV is bringing benefits to all, but we also require much more flexibility in our system to adapt to it. Yet ETV, by its very nature, it seems, is tremendously centralizing. We have two things working at cross-purposes.

• 1200

Mr. Mountain: We do.

Mr. Reid: The real problem is going to be to try to work out the necessary compromises, or the *modus operandi*, to make the operation work. I am afraid to ask you where we go from here, but in your opinion, or in your judgment, has this problem been perceived in, say, the Province of Ontario, with which you are more familiar, and are they doing anything to meet it?

Mr. Mountain: I do not know. I have been to many developments within the United States. I have interviewed a person of authority in that development. Because I had need to know myself, I have asked them what was their rationale for this operation. I have never got an answer that I considered satisfactory.

I searched for a relevant evaluation base of their operations, some of which have been going on for decades. I searched for a system that did not involve simply four or five people, removed from the classroom by perhaps several years, deciding on what was accepted or rejected for mass media programs.

Mr. Prittie: That is usual in education.

Mr. Mountain: That is your comment, sir.

Mr. Reid: In other words, we are really at a point where everyone has been taken by the technology and by the idea of ETV but very little work has been done to find out how it can best be used?

Mr. Mountain: There is a great deal to be said for your statement.

One essential thing that perhaps I should say here is that when a curriculum is devised at some centralized level in an educational process the filter is always there—the administrator, the teacher, the principal and the curriculum committee at a local level. The filter is always there. In mass media the filter is removed, and the transfer is directly from the initiating agency to the student. This is one of the essentials that have to be accounted for, I believe, and in my opinion, it must be substituted for by the kind of system of program planning and evaluations that I propose.

Mr. Reid: Concerning decentralization, then, could you possibly see a time when, for example, all provinces would pool certain resource personnel for the creation of programming, which would then be distributed and used as each region saw fit? In other words, you would have the programming, the actual program itself, produced by a centralized agency, but the means of presentation and the preparation necessary for the program, the feed-back, could be controlled locally in each province or by each educational authority.

Mr. Mountain: There is not any doubt that to ensure quality programming there is enormous cost involved. And I think that as to the matter of educational uniformity of the kind that you have brought up where, for instance, many provinces in Canada now are virtually forced to accept textbooks which originated for another province, this will certainly have a parallel case in mass media of the educational television variety. The difficulty is, of course, in deciding whether anything which was originated for one province, or originated for an agency outside the receiving area, is acceptable. In my opinion, there should have been, as a matter of course, an evaluation made of whether or not this program was needed; whether there was an expressed need that could be statistically shown for this program. I am sure that a program viewed by the new Canadian section of Toronto would not at all be viewed or accepted or understood in the same way by a group of people in the Maritimes or in the West or even in another part of Ontario. This is why the assessment is so essential on a mass basis. The mass carries all the way through the triumvirate; there is mass evaluation, mass broadcast and mass program planning, and

only with the three of them can they be justified, in my opinion.

• 1205

Mr. Reid: In view of your emphasis on the mass, and given the lead which Ontario has taken, there is a danger to the other provinces, including Quebec, I would think, that Ontario would dominate educational television in Canada.

Mr. Mountain: They certainly would have enormous facilities for production.

Mr. Reid: They dominate the text-book market to some extent now.

Mr. Mountain: I think there is some reason to believe this is so. However, if for instance Saskatchewan or any other province had organized for itself the assessment organization which would enable it to discover whether or not it had a need for this program, then broadcasting a program originated by some other source would certainly be a worthwhile thing.

Mr. Reid: Basically the programs that are easier to do on ETV would seem to be in the sciences and in mathematics and not so much in the social sciences. Would that be a correct assessment?

Mr. Mountain: No, I do not believe so. I cannot really see any difference between one or the other; I really cannot. I think that abstract concepts are more difficult. For instance, it is difficult to do a program on hope. These are difficult things to do on television; sometimes they involve more production dollars. Yesterday I believe Mr. Ju-neau mentioned \$200 per presentation program and, of course, this would be a simple stand-up chalk-board kind of presentation. Many programs now being produced by national educational television and other agencies have a budget comparable to commercial stations.

Mr. Reid: In other words, their costs of production would be up along, say, with CBC costs?

Mr. Mountain: Yes. Of course, you know that some CBC specials cost over \$100,000.

Mr. Reid: Yes, but we need not go into that here. I would like to go back to this authority concept in educational television and who will control it and the impact of authority on the screen and its impact on the student. Dealing

with this latter point, has there been any research done or any knowledge gained in the commercial field to account for the success of shows with a strong host, for example, which would be applicable to ETV?

Mr. Mountain: Yes. The only thing I can say to you is that in many situations the best research has been done not on the program but on the commercial. And much of the commercial research has been extremely well done. However, as you know, many people of some entertainment eminence in the United States rise and fall by a few of the survey votes one way or the other, and they are removed because they are considered unsound commercially. One of the things that many of the stars who have been "pitched" have said is: "But the people who watch me watch me very intently". And of course, what they are talking about is the intensity of the listening or intensity of the need. So that I think we must begin and we must have a continuing research program to assess precisely how to gauge these things. This is something which involves the analysis of human personality and it is not going to be easy, and I do not think anyone should say that it will be.

Mr. Reid: Would you elaborate on the master teacher concept you used earlier in your introduction?

• 1210

Mr. Mountain: In many of my early conversations there were circumstances where the teachers in the classroom were not too pleased because their presentation right had been usurped by the magic box. As Mr. Jeanneau stated yesterday, the best teacher, the best looking, the best enunciating, you know, "the best", had a backlog of research personnel and all the accoutrements of production to assist him, and therefore it created an unfortunate circumstance between the master teacher and the other one, whatever that was, in the classroom. And the student was aware of this, and on occasion I have heard teachers report direct comparisons between themselves and the one up there. This is simply a reflection of the fact that what we are looking for is a master learning situation, and what should have been developed then in the classroom was a balance of the other elements. If the presentation was extremely well done, and this is an educational concept which is growing every day, then the teacher's job as an organizer of the educational experience of

his students would be then to supply them with reference and consultation and experience—the other factors of the educational process which simply were not part of the television program.

Mr. Reid: In other words, if you bring ETV into the classroom, what you have to do is completely restructure your school and your teaching system as you now have it.

Mr. Mountain: No, I do not believe that is the case. I do believe, however, you simply have to do an analysis of what goes on there so that when you add this experience into the educational process the thing has a large "E" encoded on it for educational sets. This means it is principally experience, so the teacher knows that then she must compensate for the other things that it does not supply. That is all I am trying to say, really.

The Vice-Chairman: May I interrupt for a moment.

I still have four names on my list and time is running out. To give a fair chance to all the members to put their questions to Mr. Mountain, may I suggest to Mr. Reid that he come back later and give a chance to the others?

Mr. Reid: That is fine.

Mr. Prittie: Mr. Chairman, on that point, is it convenient to have the members of the Committee and Mr. Mountain meet after Orders of the Day again today, or does this conflict with other things? I would be available but I do not know what others think. I do not want to rush it.

The Vice-Chairman: We can keep on for a little while and see what we can do about it.

Mr. Mountain: I am in your hands, Mr. Chairman; whatever you would prefer.

The Vice-Chairman: We will decide later Mr. Prittie, if you do not mind. We will now move to Mr. Pelletier.

[Translation]

Mr. Pelletier: I would like to say, Mr. Chairman, that I will not question the witness we have here today and I will explain why. I find his brief quite a remarkable one and I read it completely before I got here. However, I think that it is submitted to the wrong people and that we do not have the authority required to hear it, let alone discuss it.

The section of the Act referred to us for study by the House deals with the setting up of a system of communications. In his statement, the Minister explicitly limited himself to this section saying that, for the federal government, it was a matter of co-operating with educational authorities in order to facilitate educational broadcast and to carry out any other tasks relative to setting up the necessary facilities for these educational broadcasts.

Once again, I will repeat that I find Mr. Mountain's submission quite outstanding in its own field, but I think that this brief should be submitted to the educational television committee of a provincial legislative assembly which alone has the authority to legislate on anything which concerns the content of educational T.V. and the philosophy of televised school education. Whereas federal competence, that is, our competence, authorizes us to discuss the vehicle only.

• 1215

Mr. Mountain's brief directs us toward the content of a broadcast, the philosophy of instruction through education, toward the problems of students, the problems of the school and of the teachers. These problems seem to me to be quite outside our competence.

This is so true that if the provinces had not felt the need for ETV and if they had not put this problem of communication before the federal government, because the federal government has authority over communications, we would not be meeting here at all.

Moreover, all the decisions entailed by the answers to the questions that my colleagues, Mr. Reid, asked the witness earlier do not come under our authority. They pertain to the provincial authorities and our position is as follows: these provincial authorities will do whatever they want to do concerning ETV as long as it is a question of ETV and not a matter of politics or propaganda. And, according to the spirit of the Act which we voted on in the House, and the spirit of this section we will have to provide these facilities, if the federal government so decides, to communicate content which will be and can only be determined by the provincial authorities.

I think that this is an excellent brief and if I were an educator or on a provincial committee, I would be most interested in discussing the points of views elaborated by Mr.

Mountain. However, I think that at the present time we are—and this is not our business—taking the place of the provincial authorities who will have to decide what kind of content on ETV will help the students, responsibility for whom rests on provincial authorities and not on us.

That is why I will abstain from any comments or from questioning the witness in spite of the fact that I would have great pleasure in discussing this matter with him outside this room. However, I feel that the Committee should not deal with this kind of subject which, in my opinion, is not within its jurisdiction, for in doing this, it will use up time which ought to be spent on completely different matters which one, perhaps, more common place but which constitute our role.

We were much closer to this a moment ago when we discussed matters with the Parent-Teachers Association of Ontario whose brief dealt strictly with matters that concern us. I know that at certain moments in this discussion it will be difficult to draw the boundary line, but this appears to be a clear-cut case: we are entirely out of bounds, and I find this as improper as if I were invited to give testimony on national defence in a provincial legislature.

[English]

Mr. Prittie: If you will permit an interjection, the Minister and Mr. Juneau both pointed out that there is some proper federal concern in this field; you have manpower training, perhaps citizenship training, and some educational responsibilities of the federal government. It is in Mr. Juneau's brief and in the Minister's remarks of the other day.

Mr. Pelletier: If I may reply to this, Mr. Chairman, I think the part of this brief not devoted strictly to school broadcasts is very, very, slight indeed. Half of the brief I really wish Mr. Mountain had presented to the Committee when it sat on broadcasting in general, because there are considerations on the philosophy of broadcasting that are excellent, the like of which I have not read anywhere else. This is no reflection on the value of your brief; I want this to be clearly understood, but I think the part that concerns us is limited to two or three paragraphs and the main impact of this is on school broadcasts, and I suggest we are out of our competence.

[Translation]

The Vice-Chairman: Mr. Pelletier, you have clearly explained a point of view shared by a number of your colleagues here. Before going any further, I hope that those who are attending today's meeting will keep in mind, in their questions to Mr. Mountain, that they should ask questions which are much closer to the main problem which presently concerns us. Mr. Jamieson mentioned that he wanted to speak; he is next on the list, but first, if it is all right, our guest, Mr. Mountain, would like to make a short comment, and then afterwards, we will let Mr. Jamieson ask his questions.

[English]

If it is all right with you, Mr. Jamieson, Mr. Mountain would like to make a brief statement and then you are the next questioner.

Mr. Jamieson: That is fine.

• 1220

Mr. Mountain: Thank you very kindly, sir, for your kind comments about the brief. After having viewed many of these developments personally and through recording in many parts of the world, I could see in the development of educational broadcasting in this country a simple duplication of some of the circumstances that have prevented some educational stations in other countries from becoming, in my opinion, really efficient vehicles for education.

My purpose in bringing this brief to you today is a most sincere attempt to ensure that this extremely powerful medium comes equipped with the elements that will enable it to function effectively. In essence I have tried to define educational television and the definition of ETV, in my opinion, is not simply the broadcast, but the triumvirate concept of the assessment, the broadcast, and the program planning.

This is what separates it from other types of broadcasting, together with the other points that I have done my best to synthesize in this very abbreviated form. If in my opinion, kind sir, we begin to use this medium without the requirement by some agency that all those participants come equipped with the triumvirate I have tried to describe, then I can find no justification for the development of educational broadcasting because it is, (a), so powerful and, (b), so expensive and, (c), so

needed. My proposal was designed simply to present to the Committee the result of an enormous amount of work on my part; to try to sift through the—excuse the expression—mountains of jargon to get to the essence of what is involved; to note, without disturbing or alarming you in any way, some of the real dangers and problems of commencing educational audio-visual mass media without suitable safeguards. I recognize your appreciation that some of this may be considered educational in character, but this was unavoidable in my definition and therefore I hope you will excuse me.

The Vice-Chairman: Mr. Jamieson?

• 1225

Mr. Jamieson: Mr. Chairman, I wholeheartedly agree with my colleague, Mr. Pelletier, in his view that this is largely a matter which is going to more directly concern the provincial authorities, and yet I also find myself—I suspect Mr. Pelletier does as well—greatly in agreement with Mr. Mountain's comments. I think these two points of view illustrate the predicament in which we find ourselves in Canada because of the constitutional question in trying to relate to them. Strictly speaking, as Mr. Pelletier has properly said, in large part we are dealing with hardware and the federal position is primarily one of providing the tool, if you like, for the dissemination which then becomes a question for the provinces to decide. I forecast that we will run into this dilemma many times in the next few weeks.

However, I will try to abide by the Chairman's admonition to confine my questioning as much as I can to matters which are relevant to the federal position. Mr. Mountain, as someone who has clearly done a good deal of thinking about this, do you agree there is a *modus operandi* here that can be made to work effectively in view of the responsibilities in ETV which are divided between the federal and provincial jurisdiction?

Mr. Mountain: Unquestionably, yes, I do.

Mr. Jamieson: Basically are you in agreement with the proposal now before this Committee, that is, for all practical purposes a federal agency to provide transmission facilities, and then a provincial agency to determine what will be carried through these facilities? Can there be that clear-cut a separation?

Mr. Mountain: I think that consideration is most difficult but most vital for you all. I am firmly of the opinion that the American society is dominated by the audio-visual mass medium; I am firmly of this opinion. The more research I do into this area the more I become aware of this. I am here because I appreciate the fact that this kind of power, which has been so aptly demonstrated over the past 20 years, is now receiving the authority of education in this country. I think the matter begins with legislators, whether they be provincial or federal. I find no point of disagreement, really, that they would all appreciate the fact that any system must be organized on this triumvirate basis to prevent overt control by any individual or any group, whether they be educators or whatever.

Mr. Jamieson: I wanted to use the word "triumvirate" in a different way from the manner used in your brief to suggest that there is another kind of triumvirate involved here which comprises the federal agency, the provincial agency and the professional educational community.

If I can follow the steps as I understand them, let us assume that the federal authority is established and erects a television station. In a moment I want to question you about how that ought to be done, but for purposes of this discussion the facility is now in existence. At that point, as I understand it, federal authority ceases except in the sense, perhaps, of providing somebody to pull the switches and ensure that the equipment is in operational condition. I would further assume that the group with which the federal government must now deal, or its agency must deal, is the provincial government in any given province. How do you think a province then ought to establish its own agency? For instance, should the provincial authority be, (a), the department of education or, (b), a group outside the department of education and appointed by the province or, (c), a combination of the two? In other words, we have stressed very much in broadcasting legislation nationally that, I suggest, the touchstone of the whole fundamental concept was to keep government out of broadcasting as much as possible. This has been the whole attitude for 40 years. If you are right about the power of this medium, and I believe you are, we now could be turning things completely over and losing sight of this principle by saying to a provincial government that you can do what we have always maintained federally we had no right to do. That is a long way of phrasing

the question but I hope its meaning is clear and I would appreciate hearing your comments on it.

• 1230

Mr. Mountain: I will try to answer the question one point at a time. First of all, I think if an educational television agency, wherever it is located, does not demonstrably have an organization which assures the mass public it serves that they can determine at any time it is not being used for the devices of any particular group, then it must involve not only the evaluation program and the planning program, but these programs must, I feel, the name of my brief is "In a Democratic Society" be open to the same kind of inspection that you, sir, are open to when you sit in the House.

Mr. Jamieson: Let me suggest a possible situation that I can see developing. I gather you were present when I was questioning the lady who preceded you?

Mr. Mountain: I was, yes.

Mr. Jamieson: I am speaking now of enrichment programming or, if one wishes to call it that adult education or the kind of broadcasting which, in the terribly hazy terminology we use, we call non-instructional. Let us suppose that in any province some agency, under the auspices of a provincial government, decides to put on a series of programs which, in the opinion of a fairly substantial number of people, are propaganda. These programs would be going out over the air to the total available audience. They might be in the field of civics or political science, or anything else, and politicians, being what they are, would probably not be able to keep their hands off. Now, suppose a program like that is clearly partisan or biased or in some way or other offends the sensibilities of a good many people in this democratic society. What power do you see the federal government having either to ensure that sort of thing does not continue or, indeed, in some way or other to penalize whatever agency carried out that type of program? I am skating around the edges for fear of being too specific but I think you know what I mean.

Mr. Mountain: I can see you are skating. I think an agency charged with the responsibility for determining what should be put on and—an interesting point—what should be left off an educational broadcasting channel, represents a broad spectrum of the population as expert interpreters. This is one thing but I,

sir, have had the awesome experience of having to program educational mass media, and my first series was called *Peoples of the Americas* which was an attempt to try to ensure that the Indian peoples of Canada gained a better place in the eyes of the children in the classroom than a kind of cowboy and Indian thing.

As an individual—and I am not proud of it—I had to select and reject many things and I would say as an individual, “this goes in the program” and “this goes out of the program”. I was the executive producer, program organizer...

Mr. Jamieson: You were the authority.

Mr. Mountain: I was; I did not enjoy this post.

Mr. Jamieson: And by your own admission you did not do it particularly well.

Mr. Mountain: Well, the only evaluation I had was that 95 per cent of the teachers marked the excellent square—you know; poor, bad, good, excellent—and it ran for many years. It was removed only this year from the Meta program.

Mr. Jamieson: This was primarily...

Mr. Mountain: What I am trying to say is that I do not believe anybody, anywhere at any time should have this kind of power.

Mr. Jamieson: Exactly. This raises the whole issue that, it seems to me, lies behind the development of educational television. You are familiar, I am sure, with the experience that now is developing in the United States with the so-called public television authority, or public television and broadcasting authority, or whatever they call it.

• 1235

A situation now has arisen in the United States where federal monies are being provided for the establishment of so-called educational television. Many of the programs being produced by this authority or under the aegis of this group are in direct opposition to federal government policy in the United States, the question of the Vietnam War, for example. Now, what happens in Canada if we as a federal government turn over these authorities and facilities and a provincial department of education—I assume we would not have any say in whether it was left to a provincial department of Education or not—chooses to

put on programming which might be considered to be against national unity?

I am trying to find out—and perhaps you are not the proper person to ask but I do so because you are somebody who has given a great deal of thought to the matter of responsibility—who blows the whistle on that kind of thing and who makes the judgments whether, in fact, it is “against national unity” to quote from our new Broadcasting Act? Have you any ideas how the necessary system of checks and balances can be put into the system?

Mr. Mountain: I think you are talking about a problem that I would like to relate in this way.

I served as a member of the Armed Forces for about eight years and I was concerned with defending our right to choose. Essentially, what we are defending here is something even more fundamental, our ability to choose. I think the provisos that must be made are the same as must be made when discussing any conflict—any difference—and they must in every way ensure that both viewpoints are fairly presented.

Mr. Jamieson: This is assuming there are only two.

Mr. Mountain: Yes, assuming that there are only two. The statement I made about truth and bias is one that I do not take lightly and I noticed a number of faces moving when I said it. If I cannot go to China or to Viet Nam or anywhere else to experience what is going on there, then I have to accept the authority of the television program.

National unity is one of the problems that we all face today, but in the expression of the voices of any group of people, whether this be a Sudbury area, a Kamloops area or The Pas, I think we have to make provisions in national, international, provincial and local programming proposals to ensure not only national unity, but surely world unity, which is or should be of much more concern to many of us than it is.

Mr. Jamieson: I apologize to Committee members for taking so long and I will restrict myself to one or two more brief questions.

Mr. Mountain: I am sorry; that is the best I can do.

Mr. Jamieson: I understand, because I do not think there is a clear-cut answer to the

questions I raised. But there is, perhaps, at least a partial solution in the techniques that are employed. This leads me back to the questions that I was asking the witness who preceded you.

Do you, for instance, favour the employment of VHF for whatever you consider educational television to be?

Mr. Mountain: I tried to define it for you; I did my very best. So far as the use of VHF is concerned, I think we must look at the state of program development within the entertainment mass media. I have tried to indicate in this brief that the number of unknowns that are available gradually are running out and all you have to do is a statistical assessment of program longevity and you will understand; I am sure you do because you are in this business.

• 1240

Mr. Jamieson: There are only nine program formats, as I understand it, in existence anywhere in the world.

Mr. Mountain: So by the very nature of this process the audiences are becoming more specialized and you are trying to look for reasonable audiences with a certain and particular appeal rather than looking for a mass audience as was the case a few years ago. In this way I think the VHF signals, as I see them developing in the next decade, will cater more and more to specialized needs than is the case now if we appreciate the fact that we cannot exhibit violence continuously without its having an enormous vicarious effect upon the populace.

This is a long answer and I am sorry, but in this regard may I say that I feel entertainment television is a vital part of our society and supplies a great need. We need entertainment, but I feel that if channel availability within an area makes it possible for us to program something that is going to be made immediately available perhaps, we should consider, in the light of present commercial programming problems, whether or not another commercial signal would be the most attractive or useful part of a development in a particular area.

What I am trying to say is that perhaps three more entertainment signals would be needed because the entertainment mass media is going to more highly specialized audiences now.

Mr. Jamieson: Can I interpret that as meaning—and incidentally I agree that multiplicity of channels is the inevitable development—that our main effort should be concentrated on the provision of as many sources as possible; in other words, that we should force the development of the UHF Band.

Mr. Mountain: Indeed we should, in whatever way we can.

Mr. Jamieson: And that this might, in the long run—and by that I mean between five and ten years only—be a better answer than simply to try to make use of the limited VHF facilities which cannot be expanded beyond 13 channels, anyway.

Mr. Mountain: Not with our present technology; yes. I have defined educational television in the last paragraph on page 6.

Mr. Jamieson: Yes; and I think it is a very good definition.

Mr. Mountain: As you see, whether or not it is educational in the truest sense depends upon your particular approach to it at the time. If I am an ardent skier and I am watching the Olympics via television this is educational for me. This is why, in the next couple of pages, I put in all of these other criteria in an attempt to establish how this paragraph should be interpreted.

Mr. Jamieson: Finally, Mr. Mountain, one direct question. It has been the feeling of a great many people that if we employ VHF for educational purposes, in some way or other a large number of people will be exposed to, and presumably benefit from, this exposure. A quite eminent American authority, with whom I talked a few years ago, made the observation—and I am paraphrasing—that before the educational process can start to be effective with adults there must first of all be an anxiety, or a wish, on the part of the person to be enlightened or to be enriched, or whatever the case might be; that this was the first requirement. And perhaps this is so with children. And secondly—and this is the difference, Mr. Prittie, with adults—that the medium through which they obtain that is of their choice. In other words, that the person who decides that he wishes enlightenment, or the like, himself chooses the medium for that enlightenment.

Is that a fair statement? Is casual exposure through television enough?

• 1245

Mr. Mountain: As has been said before, I think you can rid yourself of a great deal of audience by announcing yourself to be educational.

As I have tried to say here, the subliminal effects may be just as intensive as those which are not. If the audience requires some kind of accredited, or certified, and therefore sequential, kind of programming then surely before this is attempted the job is not only to entice the audience with, and to inform it of, precisely the offering that is going to be made to it and the rewards thereof, but also, in my opinion, to ensure, by pre-testing the audience via the mass media itself, that it is capable of absorbing this experience that is going to be presented to it.

This is where they might undergo a pre-test and be asked to go away and read books, and come back, after they have increased their reference factor, and proceed.

Mr. Jamieson: There are many other questions I would like to ask, Mr. Chairman, but I am sure other members wish to do so as well.

The Vice-Chairman: Thank you, Mr. Jamieson.

Mr. Reid: Mr. Chairman, may I ask for clarification of a point that arose out of Mr. Jamieson's questioning about the VHF?

Mr. Mountain, you mentioned that you thought the programming could develop on much more specialized lines and that programs would be directed towards specialized audiences. Was not one of the theories that led to the development of FM radio that it, too, would lead to the development of specialized programs for specialized audiences?

Mr. Mountain: Yes; I believe this has been the case. However, some FM broadcasters who acquired channels found that to entice sufficiently large commercial ratings to satisfy their sponsors they had to to a more general type of programming. There has been a great deal of programming shift in radio as a result of this kind of economics; and this is quite reasonable. But if this channel were designated educational, as I believe one is in Canada, then it would simply have to have the same triumvirate to justify itself as a mass medium.

Mr. Jamieson: If I may interject, a lady this morning said the exact opposite about FM; that the retardation of FM came about

because it was generally considered to be a class medium, and on that account a great many people did not show any interest in it. It is only now that it has become more varied in its programming, that it appears to be attracting a larger audience.

Mr. Reid: That is why I asked the question. I thought she was a little off base there.

[Translation]

The Vice-Chairman: Gentlemen, if you agree, as it is fairly late and a number of other members have questions to ask Mr. Mountain, I suggest that we adjourn now. Perhaps that we could meet again around 3.30, that is, after the question period at the House.

[English]

If the Committee agrees, I will adjourn this meeting, and we can reconvene around 3.30 p.m., after the question period.

Mr. Basford: Mr. Chairman, on a point of clarification. Did you or did you not make a ruling on Mr. Pelletier's intervention?

Mr. Reid: I would like to have that settled.

Mr. Basford: Yes; because I disagree with Mr. Pelletier. I do not want this meeting to...

The Vice-Chairman: Mr. Basford, if you agree we can make that the first subject for discussion when we meet again this afternoon.

Mr. Prud'homme: Before there is a ruling I would like to speak again.

The Vice-Chairman: All right. That will be the first question for discussion this afternoon.

AFTERNOON SITTING

• 1600

The Chairman: Gentlemen, before the adjournment some comments were being made with respect to the relevance of some of the questioning or some of the material being presented. Unless there are any further questions about that I would suggest that our questioning of the witness proceed.

Mr. Basford: Mr. Chairman, I raised the question just at adjournment because I was not clear whether or not the Chairman had

made a ruling as to what line of questioning we should follow. Mr. Pelletier had endeavoured to restrict the discussion of the Committee simply to the mechanics of educational television broadcasting.

The Chairman: I am sorry I was not here at that time.

Mr. Basford: I think we have to go much further, and if there is no ruling we need not pursue the discussion.

The Chairman: I understand there has been no ruling, and I would suggest that the questioning of the witness proceed. Mr. Johnston, would you put your questions?

Mr. Johnston: Thank you, Mr. Chairman. I am sure if we did accept Mr. Pelletier's proposition it would mean the end of the discussion. I can see why he made it because if we accepted the brief we would, of course, end our discussion too.

I have been very interested, as I am sure we all have, with this profoundly religious document that Mr. Mountain has presented to us, and I am not surprised that it's genesis took six years because it says some rather interesting things. Its ultimate conclusion seems to be that the individual, the Parliament of the land, or this Committee, would be paralyzed when confronted with the power of good and evil that television presents to us, and that we at the present time or with our present knowledge would not dare to pluck the apple of ETV and to legislate on it.

I find it disturbing, in a way, in its total and utter rejection of intuition. We find this running through it in a variety of forms and in a variety of places. I am also disturbed by its utter lack of whimsy. We are told that much programming depends on the aesthetic whim of producers, for example, and yet I would feel, Mr. Chairman, that education has in many areas gone a long way in aesthetics to reduce the element of whim there.

We have people like Cassirer and Langer who spent many years applying first-rate intelligence to the whole field of aesthetics in order to bring some sense out of it. I also find rather surprising some of these sweeping suggestions of how and when educational television could be brought in. I quote from page 9, for example:

Any organization must then have completed a thorough analysis of its present system based on these criteria before

inserting into the educational climate an ingredient so powerful and costly as audio visual mass media.

We insert into the educational climate all the time a great many things still lacking that complete thorough analysis of the system. Because the system is living and on-going, to use the jargon of the educationer, I do not quite know when you would ever arrive at that completed analysis. We get the same thought again at the end of the brief:

The responsibility of any authority charged with the control of educational mass media is to ensure that any and all programs provided by these media have as their *raison d'être* the product of a most broad-based deductive impartial organization with equal capacity for a continuous assessment of its effects and perfection of its techniques,

This is a very very tall order and the question that I have been leading up to is this, Mr. Chairman. Does Mr. Mountain anticipate holding off any action on educational television until the completion of something we might call a national computer system, and this is coming closer than some of us might assume. Would he feel if we had such a system with its interlocking municipal regional provincial national parts that we could then feed into it a sufficient number of bits and pieces of information that we would have a yes or no answer or should we wait a few years?

Mr. Mountain: I think the advent of the computer is one of the things that must accompany this kind of technology to make the best use of it. The amount of data that must be made available to program a mass media to make the base statistically relevant would indicate that if at all possible this should be put in some sort of electronic data control such as filling out sheets of paper.

This kind of thing is somewhat passé in this world of computerization. At one point I investigated some of the processes by which these two could be married together to perform some of the things I felt needed to be done. I believe however that the essential part of the development is to make a beginning, with the knowledge we now have, to try to discover, precisely the manner in which this is to be done in order to increase the efficiency of the carrier itself. As we increase the efficiency of the carrier of course its implements will also increase; again, these

things come one with the other. In my opinion, with the state of education the way it is today we must get on with this as quickly as we can; appreciating the fact that the educational system design, the personnel and all the other components which are necessary to develop a system should be based upon a firm rationale. This has been one of the problems in some areas I have looked at. After the system had been operative for some time they really wished they had not committed themselves to one or other of those components—the personnel or the technology or whatever. But they found themselves involved in such large expenditures they had then to put up with, not the essentially obsolescent equipment, but the essentially improper equipment for their needs. I would make the strongest recommendation that research is required in this and many other areas in order best to ensure that the large expenditures which are necessary will be used for the public good.

Mr. Johnston: I was rather startled, in your answer to somebody's question, by your CPR approach to cost accounting for educational television. You went far beyond the set in the classroom, you talked about the costs of maintaining the room and so on.

The CPR does this when it wants to get rid of passenger traffic. Instead of charging only the passenger bill to the company, it charges the cost of the road bed and everything that carries the freight, too, and the whole thing is thrown in.

It seems to me that you did this in presenting the bill. Of course this would give us an enormously distorted picture of what the total costs might be—it is going to be expensive—but I think it distorts the picture. If you use that approach to the cost, would you...

• 1610

Mr. Mountain: No, I am really not sure that it does and I did it not to alarm anyone, believe me, but to try to indicate that if such costs are truly involved to whatever level—local, municipal, provincial or whatever level really has to incur these costs—then this would seem to me to further substantiate the fact that the need for precise knowledge of the effects and the tasks of the media should be determined.

Mr. Johnston: One other point you made was that you cannot teach the individual to swim by showing him how on television. But would this analogy not apply also to the use

of television in education? You are going to have to get wet gradually and make mistakes along the way at considerable expense, probably, in order to learn how to use this.

I question what I see as the basic presumption that research in isolation will tell us and give us the rationale on which we can then proceed. I doubt this. I doubt if you can write a scenario for television, say, that, apart from the fact, you are then going to put into practice successfully.

Mr. Mountain: If I have given you the impression, sir, that this has been the result of a sterile kind of backroom thinking on my part, this is not so. This is the result of investigating and visiting in person a very large number of facilities now in operation and which in some cases have a decade of operation behind them. This results, as I have stated earlier, in questioning the individuals in charge of these systems and actually going into the classrooms to try to discover at that level precisely how the system was functioning and to what effect. If I have given you the impression that it is this kind of thing, I am sorry, I did not mean to.

Mr. Johnston: But it did enable you to write the brief. Do you not feel that the experimentation in ETV is essential?

Mr. Mountain: Yes, I certainly do. I certainly do not believe that we can find a model in any one place on which we can base our own operation here in Canada, no matter what size or what commitment it has. However, I do feel by collecting the information from a vast number of sources, we can pick up some of the mechanics of the operation, the technology, the administration and so on and I felt that I could make my best contribution to the study of this matter by presenting this kind of brief. I could have discussed UHF and many other things. I am sure that other people more competent than I will have a very excellent viewpoint on this, but this was a matter of selection on my part.

Mr. Johnston: I am not inferring that you have not done us a service, because I think you have.

I have one final question, Mr. Chairman. Mr. Mountain, you obviously do not trust the private efforts that are being made at the present time which would, of course, be profit motivated and you gave as an example the purchase of the cheaper set rather than the going set of lessons that were available, I

believe, to a school, I think you used that example. Whom would you trust? Even after this national computer system approach has been set up do you feel that the people who then will have to make the decisions will be any freer of intuitional or aesthetic bias than the present companies are?

• 1615

Mr. Mountain: I could speak to what I consider is the essential difference. If four or five people sit down in a room to make decisions on the acceptance or rejection of something for a quarter of a million school children, I would say that there are no six people that I can conceive of who would be capable of doing this with any reasonable degree of success without data upon which to base these decisions. I have used the words "expertly interpreted" and I am not negating the true function of leadership in this whole area.

What I am saying is that I have tried this myself, I have examined other people trying it, I have examined what I feel is the degree of success of systems not so equipped, and my plea to the Committee is to ensure in whatever way they can that systems raised in this country and financed with Canadian dollars are equipped so that they can operate from a much more relevant base.

It is not a question of trust that is involved, it is a question of ability. I just do not believe that this is possible, especially since the face of education, the philosophy and the need of education, and all of the factors that I have tried to reiterate here, are so rapidly changing. There is not a question of trust in my mind at all.

I am not questioning the integrity in any way, shape or form of any individual I have referred to indirectly or directly. I am simply saying that I do not believe this is a physical possibility when you are dealing with educational audio-visual mass media, and that is all.

Mr. Johnston: Thank you, Mr. Chairman.

The Chairman: Mr. Basford, did you have a question?

Mr. Basford: Yes, I did. I gather that most of the remarks made this morning were directed to educational television for school students. However, we have had briefs from people who are interested in its potential as a means of adult education. It seems to me that your brief makes very clear that television in

the schools is only one tool that the teacher can use, and I accept that this is conventional wisdom.

At a conference over the weekend someone said that in a one-hour class television should not be used for longer than 20 minutes. I can understand how teachers, using the various tools available to them, can make the proper mix and get the principles of education across to the school children, but I do not understand how you can do that in educating adults. Presumably, you would have them watching television for a half hour or an hour, but how could you follow the four principles mentioned in your brief? For example, how could you give them experience?

Mr. Mountain: I think if you were trying to program extramurally for adult education where residence or attendance at some institutional body was not involved, perhaps a prerequisite—and this is just an example—would be the reading of a number of books in order to establish a common base for the common carrier that was to come. Perhaps then there might be a pre-testing unit to establish whether or not a sufficient degree of proficiency was reached in this reference unit. I think we are all aware of what form the presentation might take because this kind of thing is done in many areas now. As far as the consultation is concerned, this is vicarious consultation because instead of actually talking with someone else you simply get a chance to listen to two other people—one perhaps is your peer and one perhaps is a person of greater knowledge than yourself—discuss the problem which very likely might be of relevance to you.

In a large university situation the percentage of people that actually engage in the lecture context with the professors is very small in many cases. However, this is increasing and consultation is becoming more a part of many kinds of educational strata than it used to be.

• 1620

As far as experience is concerned, if we could deal with something like a program on Modern China, it would be quite impossible for an individual to gain the kind of information that comes from a moving picture with sound, which is television, other than from a similar device, which is a film. In this sense television is just a delivery system. A word of caution, I think, is what I tried to say in the brief about the selection that must be made

by the producer. Even considering the experience factor, the selection made by the producer is very critical. Only by reading books about China and talking to someone who has been there lately and so on can you get some kind of objective impression of what it is really like to be there.

I think that all the processes can be served but, you must be careful to analyse precisely what can be done vicariously, without actually putting someone in the situation or involving them in that way.

Mr. Basford: You feel it is possible to design or produce educational television shows for adults to watch in their homes which are, by some proper definition of educational television, in fact educational and not just public affairs or information broadcasting.

Mr. Mountain: On page 11 of the brief I tried to list the priorities and I think you would agree that wherever the program was viewed, if it was sequential, accredited and rewarded, and people were paid \$50 to take a series of television lessons, however they were constructed, in something of interest and use to them, then this could not be considered anything but education.

Mr. Basford: On Thursday we had put before us a draft bill, I do not know whether you have had a chance to study it, Mr. Mountain?

Mr. Mountain: No, I have not.

Mr. Basford: Therein is given a definition of educational programs, the definition which will govern what goes out over these facilities we are to provide. Looking at the list of witnesses we will have, that definition is going to come under attack. I would very much have valued your view on the definition. It provides first that educational programs will be regular and progressive.

Mr. Mountain: This is sequential.

Mr. Basford: Yes, second that there will be continuity of program content aimed at the systematic acquisition or improvement of knowledge and third that it will be broadcast under such circumstances that the acquisition or improvement is subject to supervision by means of registration, granting of credits or examinations.

Mr. Mountain: As far as I can ascertain from a very quick look here the ones I have tried to lay down—believe me, quite independently—are almost identical or, at least, quite

similar to the ones on page 11. I think the draft legislation recognizes that something which is sequential, accredited and rewarded or sequential, accredited and non-rewarded is of an educational nature. As I said to you in the beginning, this is a great abbreviation of a much larger document and which I think, is a much better one.

• 1625

Mr. Basford: This definition is going to govern what the provincial educational authorities may broadcast on these facilities, so you undoubtedly will be looking at this rather carefully. If you have any additional views, I would appreciate it if you would put them in writing to the Chairman so they may be passed on to the Committee because that definition is going to come under attack from people who want a much looser definition of educational broadcasting and who really want a definition, it seems to me, quite comparable to CBC "Public Affairs" or something like that. That is all I have for the moment, Mr. Chairman.

I beg your pardon, I have one other question. This question goes back to the hardware problem. You spoke of designing programs for a quarter of a million students. How do you get those programs to the students? We are building, presumably, broadcasting facilities on a very limited number of channels. You cannot expect to broadcast a program and immediately have a quarter of a million students looking at it.

Mr. Mountain: I think the concepts of broadcasting as we now know them in this country do not include the use of broadcasting channels as a mere transfer carrier. The advent of cheap and efficient video tape recording facilities in smaller and smaller components of educational activity certainly will allow the 24-hour operation and, perhaps within a very few years, the facility of first transmission where the time can be compacted for the transmission of a broadcast. I know of, at least five or six technical fronts where this is being developed.

One of the things I have tried to point out is that channel availability does impose very stringent priority problems which, at the very same time, has the characteristic of uniformity and I think anyone dealing with the medium will have to consider both of these aspects from a philosophical viewpoint.

Mr. Basford: You envisage a system, essentially whereby your broadcasting facility

would broadcast continuously in local schools or would be picked up with video recorders by school administrations and then used at their convenience? Is this what you mean?

Mr. Mountain: Yes, this could be one of the employment methods. This would detract from the immediacy of the carrier which is one of its prime characteristics, but I think research must be done and experiments conducted to try to investigate and correlate some of the results that have been attempted at other places and to adapt these to our own use in Canada. I should think this needs to be a part of an over-all plan in order to use the large and expensive broadcasting equipment to its best advantage.

Mr. Basford: I raised the point because it seems to me impossible to use live broadcasting and have the scheduling of 250,000 students co-ordinated so that they all sit and watch that live broadcast at once. This would be a virtual impossibility unless we had a great many more channels than we do.

Mr. Mountain: I can conceive of programs of national or international interest and importance, that might very well be educationally sound, if that is the phrase, that every student in a system should watch if at all possible. I think the characteristics of the program itself dictate whether or not it is to be used by 3,000 people and all of the other factors that I have tried to lay out to you today.

Mr. Basford: Yes, this is true. One can argue that the schools would have been well advised to show coverage of last week's conference in all classes for the three days or, at least show every class a pretty good resume. But I do not think you can teach Grade VI geography by live television, or hope to co-ordinate any number of students to watch it live at the same time.

• 1630

Mr. Mountain: This is true. The scheduling problem is very complex, much more so when the rotary type system is involved in the educational organization of the school, where the children move and the classrooms sit still. It is very difficult.

This is one of the things that has been attempted with multiple exposure and it has been attempted in situation recordings. There are many ways to try to overcome it, but it is a real problem.

Mr. Reid: I would like to ask Mr. Mountain a technical question that deals with the number of lines on a receiving set and the problem of resolution of the image which I understand are important when it comes to dealing with certain objects in presentation form. What is the present technical description of the screens we now use in Canada?

Mr. Mountain: At the moment, by international agreement, the North American continent is on 525-line transmission and this kind of resolution is, I believe, minimal. Those of you who have been on the Continent and seen a resolution pattern much better than this will appreciate that its use in the educational field has real value. The fuzzy image is sometimes of use, they tell me, but I am sure that in a science program where you are trying to examine minute detail it has very little advantage.

Mr. Reid: What is the current number of lines used in British broadcasting?

Mr. Mountain: Well, I believe the sets that are now being used in much of British educational television are capable of operating on three different scan patterns and these are so designed simply to overcome this problem of resolution.

Mr. Reid: What are the three patterns?

Mr. Mountain: I am not sure, but I believe they are 625 and 725. It has been some time since I reviewed this literature.

Mr. Reid: What is the maximum number of lines that can be utilized to give the clearest picture?

Mr. Mountain: Many closed circuit facilities now operate on in the neighbourhood of 1000 lines. This gives a very, very clear picture.

Mr. Reid: Is this a substantially expensive addition?

Mr. Mountain: It is expensive in that it requires greater band width for broadcast. You also have the problem of deciding whether you want fewer actual channels and have them at greater resolution, or the reverse.

Mr. Reid: Mr. Chairman, would it be possible for the clerk to obtain some information for us on the scanning patterns that are utilized in the British system?

The Chairman: I am sure this information is available. There is a BBC representative in Ottawa. He has been very helpful previously.

Mr. Fairweather: Mr. Chairman, may I point out that we have previously discussed this very interesting point. We may not have discussed it, but it was certainly drawn to our attention either by the officials of the BBC when they were here, or...

The Chairman: I do not remember that the exact information that Mr. Reid is asking for was given. Perhaps the clerk can obtain it for him either from our records or from the BBC.

Mr. Reid: I would like to move on to the question of the...

Mr. MacDonald (Prince): May I ask a supplementary on this point that Mr. Reid has raised?

You suggest, Mr. Mountain, that a greater number of lines would widen the band width and make fewer channels available. Would it have the same effect on UHF?

• 1635

Mr. Mountain: Yet, it would.

Mr. MacDonald (Prince): Potentially, how many channels are available on UHF?

Mr. Mountain: There are, potentially, in the UHF—and not the new UHF band—the remainder, from 13 to 83.

Mr. MacDonald (Prince): Thirteen to 83?

Mr. Mountain: Yes; but you must appreciate that because of circumstances in various areas these are technically unacceptable, or very inefficient, and the power signal ratio goes skyrocketing as you move up.

Mr. Fairweather: Further to Mr. Reid's point, would he not press for elaboration of the answer that Mr. Mountain gave about its being international? It is going to be very interesting to have the additional information, but perhaps he could expand on that part of the answer.

Mr. Mountain: The allocation of channels, as in radio, was agreed to internationally between us and the United States, and at that time the scan pattern and, therefore, the band width were established. Negotiations to change this band width would, I am sure, have to be carried on with the international body which formulates the regulations.

Mr. Reid: But if you had an ETV system that was basically a closed circuit operation in the schools, distributed by using ordinary channels in the off-peak hours—which is a

possibility—would the resolution and the scan pattern have very much effect?

Mr. Mountain: This may, or may not, answer your question. If there were 3 clear channels during the hours from midnight on, it would be possible to broadcast, enveloping some of all the 3 channels, with a much wider band width, yes; provided all these channels did not wish to function at that time.

Mr. Reid: In other words, it would be possible, using the off-hours, to distribute even these high resolution images, providing they were to be re-broadcast through some form of closed circuit television system in the schools?

Mr. Mountain: Or provided simply that the videotape recording them off-air at the school location was capable of doing this. That is really all that is required.

Mr. Reid: I would like to deal again with the question of costs of production and attack it from a different angle.

Mr. Juneau informed us yesterday that the cost of production of some of the programs in the United States is about \$200 per program. I thought at the time, and still think, that this is an unrealistically low figure. Do you know what are the costs to the Province of Ontario for the programs it is now producing?

Mr. Mountain: I really cannot say this with any generality. Many things begin with program concept and go right through to the point where as is the phrase, you have it in the can.

You may, for instance, as commercial broadcasters and certainly film producers know, spend a great deal of money on your film budget alone; you may spend a great deal on sets; and you may spend a great deal on an experiment, as Mr. Juneau said yesterday. To state a figure would not really be relevant. You may, for instance, have considerable videotape-editing costs. The only way to determine this would be to ask those who spend the money.

Mr. Reid: Yes. It was my opinion that the \$200 cost per program merely involved a teacher standing before a blackboard, with some chalk, giving a lesson that might just as well and as easily be given by a teacher in the classroom.

• 1640

Mr. Mountain: The cost in studio time of a half-hour unit in a modern production facili-

ties is approximately \$2,000 or \$2,500. Therefore I think that the \$200 price would be a long way from the cost of production that is going on within the Ontario system at this time.

Mr. Reid: You have no knowledge of the cost estimates of the Province of Ontario. What about the Metropolitan Television Authority?

Mr. Mountain: This is really quite a different thing. There are some cases where META as I now understand it, spends money for film, and they bear the real cost of it. However, to this point, through the generosity of the Canadian Broadcasting Corporation and radio station CFTO—and I believe channel 11 has also participated in this—the real cost of production, that is, the studio facilities camera time and so on, is donated to META. Therefore, I doubt that one can gauge the cost with any accuracy.

Mr. Reid: I was interested in the comments made this morning about the United States becoming more and more an audio-visual society, where print was losing its impact and society was beginning to revolve around the television screen. If this be true of the United States would it not be even more true of the United Kingdom where the average time spent watching television is greater? Or, because of their scan pattern, perhaps the impact of the television image is different?

Mr. Mountain: I really have not investigated this. I am afraid I cannot say anything relevant. I am sure of one thing, that in most western countries the amount of time children spend up to age 15 years watching the television set exceeds the number of hours they commit themselves to school. This in itself is a very interesting comparison.

Mr. Reid: Well, what about the concept of unchanging television programs? For example, "The Don Messer Show", is the same week after week. The guests reappear at regular intervals. This would seem to fly in the face of the comments that you made on television as a medium of instruction.

Mr. Mountain: There are many serialized programs on radio and television that follow this and really very little new needs to be added to each succeeding episode in order to retain audiences. I think we all know the saga of the soap opera where you tune in some three months later and still find an understandable sequence of events going on.

There are other factors of personality involvement which are part of the star system and which supply no unknown ratios that do not necessarily evidence themselves as part of a format or something of this kind. They all have to be taken into account, all of the various facets. It is a very interesting digest when you put it in graph form.

Mr. Reid: The other question along the same lines concerns the retention level of people watching TV. We all know that TV makes an impact, which I think you pointed out has not been researched, but also people very quickly forget what they see on television. Its retention impact seems to be low. If this be so, how useful, then, is it as a medium for instruction where you would hope to have a very high retention rate?

Mr. Mountain: I think the transitory nature, the sort of here and gone nature, of television is, as my words are now, one of those problems. It is very difficult to remember what I said three minutes ago. This is where recording is useful and this is why my remarks are now being recorded—to be available for your perusal after this meeting.

Mr. Reid: Without the inflection, though.

Mr. Mountain: Perhaps, yes. But this is why I indicated that the balance of these elements is so important; anything that is said should be open to question. This, of course, is one of the problems of ETV; it comes, it makes its impact, it is gone; it is not subject to questioning and therefore must be carefully designed.

• 1645

Mr. Reid: Then how do you tame it to make it useful?

Mr. Mountain: Well, you tame it, as I have tried to indicate, by insuring that the balance of the components of the educational process are there; that in addition to an experience that comes to the student via television he has available to him consultation with the teacher, with other students, and so on; the reference, where he gets a chance to look at viewpoints other than the mass viewpoint, the uniform viewpoint he sees on the media; and he also should get a chance to involve himself, if at all possible, in the one which really is the most needed in our systems today, and this is the experience where he gets a chance to swim—to get in and involve himself completely.

Mr. Reid: By itself, then, ETV is no real solution to the educational dilemma?

Mr. Mountain: Indeed not.

Mr. Reid: And it is only a potential tool, judging from the examples that you and Mr. Juneau gave of previous experience in other fields.

Mr. Mountain: Indeed, I would say that its potential as an information carrier is absolutely nil. It is the utilization of the carrier which is the essence of its power or its worth.

Mr. Reid: And so we are asked to consider legislation, or draft legislation, or the idea of ETV before the medium really has had an opportunity to prove itself as an effective educational tool.

Mr. Mountain: I think I would rather express it in this way; every time a television signal emanates from a tower it has inherently enormous power simply because of its mass characteristics. These characteristics are going to be active in some way. Whether they are active for individual and common good or whether they are not is something of which, during the time television has been very much a part of our lives, we have taken very little account.

Mr. Reid: Judging from some of the things about ETV and what we have heard about future broadcasting, it would seem that the controls we now attempt to exercise over broadcasting in general are going to collapse. Because of the multiplicity of competing broadcasting systems, barriers are breaking down. The only place where some control will be exercised will be in the ETV systems which will have a basic trapped audience.

Now, if this be so, then very serious implications follow. If you go along with Mr. Basford and the concept of an educational television station being directed towards adult education or manpower re-training, this is going to be swallowed up in competing stations like the CBC, the private broadcasters, and so on but the ETV basically is going to be controlled by the department of education and will be going to a captive audience.

The Chairman: You are speaking of instructional television going into the schools.

Mr. Reid: That is right. Now, it seems to me that if this is the only section of the medium that is going to have a captive audience, it brings up very serious problems of

who is going to run it and who is going to have the say about what goes on and, perhaps just as important, what does not go on, because by slicing out you can often create a different impression. Most politicians who have gone on television or radio and had parts of their comments sliced out know the distortion that results.

Now, my question to you, then, since this is one of your central concerns expressed so eloquently in your brief, is how do we provide the facility without particular control over the content, so that this control cannot be exercised by any one group or person?

Mr. Mountain: I believe...

Mr. Reid: That really is the dilemma that is facing us.

● 1650

Mr. Mountain: That is right. I believe that probably I cannot speak to this better than the second last paragraph in the brief, that if the authority charged with the control of educational television mass media provides the facilities that I have tried to mention here in the way I have mentioned, and if the programs for this control are, as the actions of the Commons in this building next to us, open to public scrutiny, then this surely is the control on the actions of us all and is the insistent force of our public responsibility.

Mr. Reid: Yes, but if you are taking one of the major mediums that forms that public consciousness and turning it over to someone else—in other words, you know, our whole trust of broadcasting policy has been to get it out of the hands of the government and to insulate the members from having direct control over programming. When you involve the department of education...

Mr. Fairweather: It is the other way around, Charlie.

Mr. Reid: Well, I look at it positively. When you move a department of education, which does come under direct political control, into the area of programming you are providing the opportunity for control to flow down from the top.

The Chairman: Something like the situation that would pertain if the Secretary of State's department ran the CBC instead of the directors of the Canadian Broadcasting Corporation.

Mr. Prittie: That force is already there in the department of education anyway, and through the regular school system within the province.

Mr. Reid: Yes, but it is dissipated. No bureaucracy is that efficient, but when all of it is put on the one screen, it is going to everybody. You then have a completely new set of circumstances because you do not have the intermediaries to go through. There are no filters; it goes directly.

The Chairman: I would like to point out a couple of statements in the brief dealing with this question.

On page 11, in the second paragraph, it said:

Only the most impartial professional control can be tolerated, . . . et cetera

And in the second last paragraph, on page 12, I have underlined the words "a most broad-based deductive impartial organization".

I suppose you are stressing that somehow the structure that we approve which will have the responsibility for these public airways must, as far as possible, preserve this broad-based deductive impartiality for which your whole brief aims?

Mr. Mountain: On page 11 I pointed out:

An organization to conduct such surveys will ensure, by involvement, the support and confidence this audio-visual mass media must enjoy.

It is the involvement which comes with the program evaluation and the program content surveys which will bring the support and confidence of the people who view them.

Mr. Basford: But, at the present time any department of education if it so desires, can make up video tapes, send them out to the schools and equip them with repeaters, which raises an interesting question. If we are talking only about instructional television, we do not need the broadcasting facilities.

• 1655

The Chairman: There are many means of delivery. I think Mr. Juneau and Mr. Mountain have pointed out that the Committee's responsibility is for only one of the many methods of delivering instruction whether it is to schools, to homes or to universities while you are, perhaps suggesting two areas of concern. One being the way in which the entire

system for which we have responsibility is structured in order to ensure the kind of impartiality which is traditional in Canadian broadcasting, and, secondly, you are stressing the importance of some provable educational value being inherent in the programming in order to justify the use of the structure we are going to authorize.

Mr. Mountain: Yes, indeed. I would agree.

Mr. Reid: That is fine, Mr. Chairman.

[Translation]

Mr. Prud'homme: Following the discussion I had this morning with Mr. Pelletier before he spoke to the Committee, I pointed out the dangers involved at the present time in discussing educational TV on this Committee.

It seems to me that we are in a dilemma since on the one hand we definitely have jurisdiction, and on the other hand other governments also have jurisdiction. I do not see why I could not question the witness, since before discussing whether education is the responsibility of the provincial governments, we must first decide whether establishing a television network is the best solution, as my colleague Mr. Reid pointed out.

I feel that we, the members of the Committee, should first reach this conclusion without, of course, touching on content which does not come under our jurisdiction. I am, of course, answering criticism directed against us concerning our right to discuss education.

It is because we are trying to find out whether the establishment of educational television, which comes under our jurisdiction, is valid or not. If it is, then those who are responsible for the content will have to go into action.

For this reason, before making one or two comments, I would ask you, Mr. Mountain, not in light of what I have just said to you, but considering everything that has been said this morning by Mr. Jamieson, Mr. Reid, Mr. Basford, Mr. Pelletier and myself whether you could not write to the government of Quebec explaining clearly that we have here a duality of jurisdiction and that to proceed intelligently in our sector, we would like their co-operation with regard to matters concerning their jurisdiction.

I have no final solution to offer. For that reason I am in favour of forming a committee. Like all members of the Committee, I am looking for the best solution. I hope there will

be no further discussion on the matter, otherwise I shall send the government of Quebec the minutes and evidence of today's proceedings myself, but I think it would be better if it were done officially by the Committee.

I would insist that the government of Quebec let us know their opinion on matters which concern us, even if it is something happening elsewhere which concerns us as well.

Now, of course here I will not be in agreement with my colleague Mr. Pelletier when I say that I do not intend to question the witness since we are not concerned with content. However, I hope that all the other witnesses coming before this Committee will bear in mind when they submit their briefs that there is dual jurisdiction involving two levels of government.

• 1700

I am in complete agreement with the views of my colleague Mr. Jamieson on the possible extent of this television network in the provinces.

I now come to our witness Mr. Mountain, and I would also like to congratulate him on the very interesting brief which he has submitted. However, when on page 11 he asks who can say: "Who is the most impartial?" The provincial departments of education will certainly say that they are the most impartial. Should they be blamed for this? I do not know.

This is the only question I want to ask Mr. Mountain. Do you really think that educational television should be the object of consultation at the level of the eleven governments before we reach the point where we can submit to the government a summary or the bill which we would like Parliament to accept?

Do you think that since there is dual jurisdiction, everything should be discussed at the level of the eleven governments, in other words the federal government and provincial governments, through their departments of education or on the official government level?

[English]

Mr. Mountain: My purpose in coming here today was to attempt to give the Committee a definition of educational television in its complete form. The jurisdictional problem involved with the implementation of educational television systems is one which I have

not studied nor really carefully considered. Perhaps now I shall do so. I have not had the relevant information in my hands, as I said a few minutes ago.

Mr. Prud'homme: I do not disagree with your not having done so. You are interested in educational TV and you are leaving the question of jurisdiction for others to decide.

Mr. Mountain: That is precisely what I have done. There is not a name in my brief nor a reference to an individual or a system by name, and purposely so. I think I honestly would be stepping out of what I feel is my role if I, as a witness, were to give an opinion to you on this subject. I really feel that this should be a decision of your Committee, after considering the material that I brought today and all the other material that you have received. If I were to give an opinion it would be an uninformed opinion, which is a very dangerous thing to do. I am afraid I just cannot give an opinion at this time. I do not know enough of the circumstances to appreciate whether or not this would be a valuable course of action at this time.

• 1705

There is, however, one comment that I would make. I would hope, with the enormous value that I feel an educational television development could have, that whatever negotiations go on between various jurisdictions within the country that they do so with the greatest amount of appreciation that can be mustered. Despite the naughty problems of resolving the precise mechanics, the rewards of this kind of development are so enormous that there should be brought to a conference or a situation a great deal of understanding, not based upon only the considerations, which are real ones, of jurisdictional interest but upon the real value that this can bring to thousands of students of all ages across our country. I am afraid, Mr. Chairman, that is the best I can do.

The Chairman: Thank you. You are presenting the problems for our consideration, we have to come to the conclusions.

Mr. Prittie: First, Mr. Chairman, I would like to join the others that have congratulated Mr. Mountain on this brief. I found it very interesting, especially the parts which dealt with the psychology of learning.

I want to make a couple of comments on Mr. Pelletier's remarks this morning. I agree

with him in one way, much of what Mr. Mountain is saying should be directed to the people who will be in charge of program planning and program production, and it is agreed they will largely be in the provinces. However, I would challenge Mr. Pelletier on his point that the federal government has no interest at all in this. It certainly has. The Minister pointed this out in the House on June 30 at page 6165 of *Hansard* when she outlined some of the responsibilities for education and training that the federal Government has. I was not here yesterday but Mr. Juneau outlined in his brief the quite proper constitutional responsibilities for education that the federal government have. We do have these responsibilities. I could quite readily see under the Manpower program where educational TV could be used in some respects and that it would meet the requirements that Mr. Mountain has here: sequential, accredited, and rewarding. I can see this happening under the Citizenship Branch as well. So I get a little tired when I keep hearing this remark that education is an exclusive provincial responsibility. It is not an exclusive provincial responsibility, not even in practice or under the BNA Act. I do think that we can properly concern ourselves with this point.

A number of the members of the Committee have expressed their concern about who in the provinces is going to be in control, and I have expressed this same concern.

Mr. Mountain, in the second last paragraph of his brief, says that he hopes this will be an impartial body which will do the kind of assessments and planning that he outlines in his brief. However, I would suggest that if the Bill goes through the way it is planned we will have very little to say about that because the Bill says quite clearly that an authority designated by the provincial government will have first claim upon the use of the facilities.

The Chairman: Mr. Prittie, may I just interject here that I think the Minister made it clear that this is not a bill; it is hardly even a draft bill except for the purpose of discussion by this Committee. It is simply putting certain very preliminary suggestions on the part of the government in the form of a proposed bill for ease of discussion by this Committee. We may wish to recommend something quite different. I am sure you have this in mind.

27900—4

• 1710

Mr. Prittie: That is true, and I do not see much point in questioning Mr. Mountain on that aspect of it. He has stated in the second last paragraph what kind of organization he believes it should be. I do not think we are going to have very much success at the federal level in trying to dictate or recommend how the provinces are going to set up their organizations, and this is a problem that we have to live with.

I have just one question I would like to put to Mr. Mountain.

Mr. Reid: That is a very depressing attitude.

Mr. Prud'homme: At least it is a very realistic one.

Mr. Prittie: Yes, I know. It is not the one I like either. This was alluded to by Mr. Basford earlier. You are mainly concerned, I think, that expensive facilities are going to be built and they should be used properly because of all this expenditure. Have you read the presentation Mr. Juneau made yesterday?

Mr. Mountain: Yes, I have.

Mr. Prittie: You will notice on page 25 he made reference to electronic video recording. Briefly, it reads:

Essentially this is an extremely fast, thin film wound in hour lengths in small cartridges, which can be then played through the home or school TV set, with the aid of a small black box which sits on top of the set.

It goes on to say:

The project is veiled in corporate secrecy, but CBS plans to try it out in schools of England this spring...

With this type of development coming along and with the possibility of closed circuit operations in cities, where you do not send anything through the air but originate from a building and it goes entirely through wires; as one who has studied educational television a great deal, do you think, with this kind of development coming along, there is still going to be a requirement for a great deal of through-the-air broadcasting in the construction of traditional transmission facilities?

Mr. Mountain: Well I think the appetites of education these days are quite enormous and

their costs are increasing every year. I know of operations where all the various types of carriers are used now.

The only thing I can really say in answer to your question is that in many cases there has been an attempt, however successful, to design the kind of carrier for the need existing within that area. Yesterday Mr. Juneau talked about the conversion of a number of systems from open broadcast to cable transfer broadcast.

It is my opinion that an analysis of the real need is one thing among many that we need to consider in our own particular geographical circumstances. If you are considering this within the greater part of the Canadian economy, I think with this as your basic concept for distribution, you deprive vast numbers of people in rural areas of the carrier to which they have as much right as anyone else, particularly if it is supported with public funds.

There are however real economies, depending again, on the manner in which it is used or on what you desire to do with it. There are really countless numbers of methods for its use. There are places however where closed circuit or ultra high frequency is certainly the best idea. I think technology is moving so quickly that tomorrow we may find there is a great obsolescence which enables us to develop a different philosophy for the employment of this technology.

I attempted to outline the kind of basic philosophy which will suit any kind of distribution system, but I think these things develop rapidly and this "little black box", as it is called, is one of the things that, at least its supporters feel, will have an enormous impact, and perhaps it will.

It does one thing, it eliminates the uniformity of simultaneous broadcast which is the characteristic of open air broadcasts and it enables repetition—by the teacher or the individual student—to be a reality. Therefore it has some reasonable educational advantage over open circuit. But again it loses the time factor involved with open circuit broadcasting, and there simply is not, at this point, anything which enables us to see the Olympics instantly or within microseconds after they take place other than open circuit on the air carrier broadcast, so I feel that no system recommends itself more than another.

• 1715

I think once you have substantiated a basic philosophy for what you want to do educationally, then you should design or buy your technology for this purpose.

Unfortunately, in many cases the reverse has been true where, through philanthropic channels, the package of technology has been given to individuals and at that point they have had to begin thinking about how they would use it. Perhaps it will ever be thus to a certain extent, but I think we should do our best to ensure that it is kept to a minimum.

Mr. Prittie: You have agreed that television for schools is an aid to the teacher—one of the tools the teacher will use. If that is true, it seems to me that the type of immediate live broadcast you are talking about would not play a very large part. Would you not agree that the classroom teacher will want packaged or canned things much more frequently to assist him?

Mr. Mountain: At present the majority of broadcasting to educational institutions within Canada is either video taped or somehow recorded. It does not have this characteristic you mentioned. The only characteristic it retains, of course, is extremely inexpensive distribution, providing there is a mass audience.

Mr. Prittie: Yes.

Mr. Mountain: If you have ten people watching a carrier which cost \$6,000 to originate, then of course, it is pretty expensive.

Mr. Prittie: Perhaps the only way in which the people who do not live in metropolitan areas of this country, and there are a great many of them, can be served is through the air broadcasting, but if in the future we expect that the people in the larger centres will be served by little black boxes or some type of cablevision service—a closed circuit operation—do you think that most of the actual facilities built for educational television will be used for the adult education variety, rather than for the children attending schools?

Mr. Mountain: In the tendency to relegate broadcast facilities to the maximum audience based upon this factor alone, this might be the direction in which it will go. However, based upon other things that I have tried to mention, such as immediacy of the need, I

can see that this would be an overwhelming use for programming to a very small audience that needed to be served as quickly as possible with some information.

I really cannot answer your question, other than to relate you, again, to these criteria. I believe that is all I can do. It is a complicated process. There must be a system whereby you can relate these things rather quickly and certainly, continuously so that you will have some idea what program priorities are the most efficient and the most reasonable for the carrier involved.

• 1720

Mr. Prittie: I am trying to express my vague feeling that perhaps, as far as school television broadcasting is concerned we may be rather late in the day with construction of the ordinary type of television transmitting facility particularly when these other types are being developed and that this other adult education use would be the primary use by the time we actually get around to it. That is all.

The Chairman: Are there any other questions for Mr. Mountain?

Mr. Cantelon: I must apologize, first, for not having been here all afternoon but there were other things that kept me away.

I have read the brief. It is a very scientific and complete brief and I think you are to be congratulated on it. I want to confine myself entirely to the matter of the results of broadcasting right in the school. Mr. Reid intrigued me very much when he made the statement that the departments of education which probably would control it would be under direct political control. This does not disturb me very much because it was my experience, as teacher, that the professional and developmental work carried out in a school is in no way affected by political control.

Mr. Basford: Since the Confederation Conference Premier Bennett is against television in schools.

Mr. Cantelon: He may be against it, but I do not think that he would stop it. Mr. Mountain, if I have interpreted your brief correctly, the central premise seems to be that professional control and professional development is necessary for TV and that one of the most important factors is proper evaluation of the results?

Mr. Mountain: Yes.

27900-4½

Mr. Cantelon: I suppose this evaluation would be done by the classroom teacher?

Mr. Mountain: You really have hit on a very central point. If you take the ridiculous—take five generations from the student—and ask the person who is five generations removed in the hierarchy from the student to evaluate what went on in a classroom, I think, regardless of how expert and experienced he might be, he would still find it difficult to assess what happened in a particular classroom, or certainly what happened in several dozen or several hundred, if this were in his jurisdiction.

The end product of education is a service to the student, and any professional teacher begins and ends with this premise and dedicates himself to it. Certainly in the case of children an interpretation must be made of their evaluation of the program and, perhaps no less with adults.

One of the things I have been striving to do this very year with my own class, is to discover some of the real criteria on which they judge excellence or interest, or on which I can note retention or attitude change on their part. But I believe if 25 teachers like a program and 3000 children detest it, the program is essentially unacceptable.

I think we must approach the students themselves as the base and not those people who would interpret, in an influential way, what they are supposed to feel.

Mr. Cantelon: Of course, I agree with you 100 per cent, but I think you have very little faith in the teaching profession, as a whole, to say they would evaluate a program at a very high level if practically all the students disliked it. They would insist that the program be modified. Perhaps there are certain aims that they have for that program, but they certainly would not be carrying out those aims to any extent if the pupils disliked the program.

Mr. Mountain: I have in mind one particular carrier in the United States which has been on the air for the better part of a decade. To my knowledge that carrier was in full-time operation for 2½ years before it did one survey of any type of the effectiveness of its in-school program. Under another circumstance I asked what turned out to be an embarrassing question: "How many student surveys have you done?" and the answer was: "None."

● 1725

As a professional, I feel that the teacher's evaluation of what the children thought of the program is an extremely valuable thing, but that is the evaluation and it requires some real objective expertise on the part of the teacher not to become subjective to what he or she is viewing, but to become objective in a professional sense, as I am sure you know, and to judge the value on what the children or what the students think of this and what effect it has that is measurable, discernible, on them. This is my point.

Mr. Cantelon: I think that is quite right and, of course, I agree with you. There is one other matter that I am very much concerned with. This is the matter of just who is going to control educational TV, particularly with respect to the schools.

It seems to me that it would be impossible for any organization to control it other than the departments of education in the individual provinces. For this reason you can say whether you agree with me or not.

I would like to use a little personal illustration here. Some years ago I attended a seminar which was held in Winnipeg with all the Western provinces, and I include B.C. in that. They had their deputy ministers of education, their chief inspectors, representatives of the teaching profession, the trustees organizations and the teaching colleges at that seminar.

They were trying to find some way in which they could co-ordinate the high school work of the four Prairie Provinces. In other words, they hoped that they could start a history course that you could transfer from one province to the other without getting lost in a new course. After some days of work, they came to the conclusion that this was impossible. This may be something that most people will not agree with, but this is the conclusion that these people came to.

The reason I mention this is that if this is true, it seems to me that the educational TV that is going to be used in a province must be directly aimed at the courses that are being given in that province. If this is so, then the only authority in a position to control TV is the provincial department of education.

Mr. Mountain: There has been a not-so-quiet revolution in education, and many of the courses of study now being produced by agencies responsible for curriculum development, in the United States and certainly in

Great Britain and in Canada, have more and more been interpreting curriculum not as a rigid course of study of the type that certainly I knew when I was a school boy.

The rapid growth of the appreciation of the values of individual education has diffused curriculum development into much broader patterns than it has, to my knowledge, previously been in this country and in many others. This, in one way, simplifies the problem and, of course, in another way, confounds it or complicates it, in that there are, over the spectrum of the schools in many of the provinces, such diverse activities carried on in "X" grades in "X" subjects, that in some ways it is quite impossible to lockstep the kind of television presentation that would be considered a principal part of the curriculum.

● 1730

In some cases, of course, this is not so. Where for some reasons the instructional body of teachers is not available then principal portions of the course are relegated to what I have called the presentation factors of the program. I think you can recall where this has happened.

But if the development of educational television fulfils its characteristic, and it must have been mass media, it means that by its nature it imposes a uniformity in that it offers the same thing to a large number of people.

I submit to you that I have not been able to find any criteria other than the ones I have presented to you in this four-stage analysis of education, of reference and consultation and the like, which will enable an individual student to resist the dangers of the uniformity of mass media.

In other words, I would not feel badly about watching an educational television series or program or having my children watch it provided I knew that they had some way to question what they saw and to establish the objective relevance of the material presented to them.

One of the enormous dangers of ETV in the developing countries, where people do not have any facilities for recording—they cannot read and write—is that it becomes impossible for them to supply this balance in their own situation. And there is the situation in some of the developing countries where television is the absolute master, because the factors I

have tried to relate to you except, perhaps, for the experience factor, simply cannot exist without literacy.

Mr. Cantelon: Yet this would not happen in a school system; surely we would not have a school system without a teacher.

Mr. Mountain: Oh, no. I am not suggesting that.

Mr. Cantelon: So it would be the teacher's responsibility to avoid this lockstep you are talking about and to see that any errors of interpretation by the student were corrected.

Mr. Mountain: In this morning's remarks I tried to say that I felt it would be useful, for instance, for programs to be encoded with experience, sex, reference to, and so on, so that the teacher would not only appreciate the content of the program but would know precisely the educational experience with which the children were going to be involved during the program itself.

Mr. Cantelon: That is one thing I was going to question you about. Rather than this encoding would we not have manuals that would do the same thing?

Mr. Mountain: Oh, yes, certainly. But I mean this would appear in the manual so that the teacher would know what the offering consisted of. Was it an experience offering where vicariously they were participating in catching frogs, or whatever it was, or was it a pure presentation where the teacher stood up with an elaborate chart, and so on, and pointed out the parts of the frog. This, I think, is essential to the process.

Mr. Cantelon: Now, may I be a little skeptical? Many years ago as you can tell—I have been around quite awhile—we started films in the schools and they were very, very popular and we thought they were going to be an enormous help in educating students. We found that we ran into very great difficulties with them.

The first problem was to get the film at the exact time you wanted it which was very, very difficult and as the use of films increased this became more and more difficult. Now, I am talking about a system, not like that in the cities of Toronto or Vancouver...

Mr. Prittie: It is difficult there, too.

Mr. Cantelon: It probably is. I am thinking of an outside area where you had to ship

them in and there was the difficulty of getting them back and forth as well as getting them when you wanted them.

They finally got a sort of level of use, but nothing like the use that originally we thought they would have. I am just wondering whether, perhaps, the same thing might happen with TV; it will start out with a great deal of ballyhoo, if I can use that term, but we will find after a while that it has to be fitted into the teaching process, the teaching process is performed by the teacher mainly and that he had to make his television offering fit into the course that he is giving.

As you pointed out we have to think of individual differences, the different rate at which the students work, and not only that but you will find that even classes work at different rates.

• 1735

So where one year you might have a film on the 10th of January, the next year you might want it on the 20th and the year after that you might want it on the 15 of December. Of course, you cannot tell that when you first get the class; you have to order films well in advance.

I just offer this word of caution. I think we should be very careful, when we talk about educational television, to see that it is properly prepared as you suggest but that we do not think it will solve all our difficulties.

Mr. Mountain: Certainly, sir. it is just an aid to all of the other things that are instruments under the guidance of the teacher to involve the children or the adults in discovering learning. I see no other use for it.

The Chairman: Mr. Basford?

Mr. Basford: Mr. Chairman, apropos of Mr. Prittie's remarks generated from remarks of Mr. Pelletier this morning which we mentioned again when we reconvened, I did not argue the point because you said no ruling was going to be made.

I just want to make it very clear that I was prepared to argue it and had six very valid reasons why we have to have a fairly general examination of the whole question of ETV regardless of what the constitution says. If we are being asked to spend \$50 million I want to know what we are spending it on.

The Chairman: I agree. Do you have five other points?

Mr. Basford: No, no. I am not going to argue the point because I know the ruling is being made, but . . .

The Chairman: I think this might be the time for you to make your points. This is just about the beginning of a long series of hearings and I think the Committee's approach to this should be understood. Certainly I would welcome your expression of opinion if you wish to elaborate on what you started to say.

Mr. Basford: It is argued because we are responsible as a national government for broadcasting and the provinces for education that we should be examining only the provision of a broadcasting facility and the question of hardware. I do not support that at all.

As I say, we are being asked to spend \$50 million. Most of the members know little about educational television. We have a right and, in fact, a duty to find out exactly what we do with educational television if we are going to spend \$50 million on the facility.

The draft legislative proposal contains a definition of educational broadcasting.

I think we cannot determine whether that is an adequate, sufficient or appropriate definition unless we know in rather broad terms what educational television is and what can or should be done with it. The proposal also contains a definition of provincial educational authority, and again we are not going to know whether that is an adequate definition unless we know what ETV can do.

It also has proposals with regard to the CBC and the National Film Board. We cannot judge whether those efforts are worth while, whether the budget of the CBC should be increased or decreased for this purpose, again until we know the whole question.

Also I think many provinces in Canada are doing very little about ETV. We have, so to speak, a duty to build up a record so the public can see from our discussions what is going on in Canada and what some of the considerations are in respect of ETV.

I attended a seminar over the weekend for school trustees. Most of them were frank to admit that they knew absolutely nothing about ETV, yet they are the ones who have to decide whether to spend money on television facilities for their school districts. I think our record would be very valuable to them.

• 1740

We also have to solve and make recommendations on the question of VHF and UHF channels, which we cannot do intelligently, it seems to me, unless we know what we can do with ETV. I can go on much longer but it seems to me essential that we have a rather wide-ranging examination of the whole question of ETV. No one is going to persuade me to vote \$50 million for something unless I know what it is going to do.

The Chairman: That is only the beginning.

Mr. Basford: Yes, it is only the beginning. You do not build a cannon unless you know what a cannon does, and I have no intention of voting \$50 million for something unless I know what it does.

[Translation]

The Chairman: Mr. Béchard.

Mr. Béchard: I am partly in agreement with Mr. Basford, but this whole matter of educational TV has been brought to our attention here in the federal government for the very reason that television and radio broadcasting come under the jurisdiction of the federal government.

I understand, as Mr. Prittie so clearly explained, that the federal government's jurisdiction in the field of retraining labour in Eskimo or Indian education might perhaps justify federal intervention in the field of education more than its jurisdiction over broadcasting. However, I think that what we must study is the establishment of an agency that will provide a vehicle for the provinces in the field of education.

It would be very interesting to know, as Mr. Mountain said a moment ago, whether this is a solution for the educational problem in Canada at the present time.

However, I think that all we can study here is the establishment of this agency, without trying to find out what the results may be in the provinces.

Mr. Basford says that people in Vancouver are concerned about the matter. They know nothing about educational TV. However, I think that Mr. Juneau himself gave us examples. He said that Nova Scotia was one of the provinces that had studied this question, and that along with Ontario, was one of the most advanced provinces. I believe that even in Alberta a certain system has already been set up.

Therefore it is up to the provinces, since they have exclusive jurisdiction in the field of education, to study the possibilities in this field and the best methods of organization for the greatest possible efficiency.

I think that since it is quite clear in the draft, in the working document that has been given to us by the Minister, we have only to take the following steps: the government will attempt to obtain the authorization to establish a new federal body that would grant licences and direct educational radio and television installations and would negotiate with the provincial authorities for their use, giving the provinces priority over other users.

When the CBC was set up, no such body was formed. However, it has been mentioned, as has been the expansion of the CBC, including both television and radio, throughout Canada and many areas where they are presently privately owned.

So I think that our role and our jurisdiction cover the establishment of this agency.

Furthermore, that organization could carry on discussions with the departments of education in the various provinces, with the agency here and with the federal government.

I think that there is no reason to be concerned about the 15 or 20 million dollars that will be devoted to this project since it will probably be necessary to put in more and more money, as this body develops, and I do not see any reason to delay.

Even if it would be helpful to discuss the problems of education with each province, I do not think that that is our purpose in meeting here. It is just a matter of establishing such an agency if we wish to avoid criticism—you know that we were already criticized at our last meeting.

• 1745

One of the premiers came here and asked that the Broadcasting Bill be delayed and here we are studying a bill on educational TV. From what the Chairman has said to us, this minister replied that he would not come to submit his province's views. In my opinion, if we want to stay within our jurisdiction, we should only study the possibility of organizing this agency. Thank you Mr. Chairman.

[English]

Mr. Prud'homme: Notwithstanding what he just said, there is still a fact that remains

very clear to me, it is what Mr. Basford said. Am I going to vote for something when I do not know if it is useful or not? That is a clear point and I think it is a very good point. Do you realize the implication? That is why I am in disagreement with part of what Mr. Pelletier said this morning. How am I going to vote? Mr. Basford is right about that. Is it useful or not? How can I know if it is useful? I will know from your telling me what educational TV is. Let us say we finish the first day partly in disagreement.

Mr. Prittie: Do you think we should lean on some of the provinces to have them appear before the Committee?

Mr. Prud'homme: I pledge Quebec to come. I think they are very wrong...

[Translation]

Those who are away are always wrong.

[English]

... as far as I am concerned.

The Chairman: Perhaps it is incumbent on me as Chairman to give my views on the course this Committee should take. I am in the hands of the Committee and, of course, if the approach I suggest is not in accord with the wishes of the Committee, you will undoubtedly tell me so. But, I think this Committee should not be frightened into evading its responsibility for the public airwaves and for the expenditure which is being requested of Parliament because the subject matter which will be dealt with on the airwaves is, to a very large degree, within provincial jurisdiction.

I can understand the concern of Members who do not wish us to meddle in provincial affairs but I point out that at least one premier at the Constitutional Conference stressed the importance of each level of government being very much consulted and aware of the problems at the other level. There is no way we can satisfy ourselves of the structure and policies the federal government should follow in the field of broadcasting, for the purposes of education, without knowing exactly what these purposes are.

I think Mr. Juneau's opening statement and Mr. Mountain's presentation have been extremely valuable to our understanding what we are being asked to provide a vehicle for. However, I am not suggesting we are going to impose on each province our view of what is going to be delivered into their

schools. But if this Parliament is asked to provide hundreds of millions of dollars within the next few years for the purpose of providing a vehicle for delivery of educational material into schools, homes or universities, we must know exactly what the purposes are which justify this expenditure and which will indicate to us what structure is required to maintain if you like, the traditional freedom of the air waves.

• 1750

I think in these last ten days it has become clear that open channel broadcasting is only one of many means of delivery which provincial governments will have to convey educational material into their schools. We are being asked as a federal Parliament to provide that means of delivery at substantial cost to the people of Canada and, in doing so, we must make sure we are not building for the people of Canada a monumental white elephant which we find will simply be a duplication of existing broadcasting facilities, if indeed it ends up being used chiefly for general broadcasting.

The last thing I think the Canadian people want, and from the discussions of the past few weeks and months, I think the last thing Members of Parliament want, is a second CBC. Yet, if we are not careful we may simply be led into providing another system of broadcasting, not only owned by the public, not only owned by governments but unlike the CBC, actually directed by government. It may not only be a monumental white elephant, it might be a monumental Trojan horse, if we are not very careful.

We must understand the purpose for which we are asked to provide this vehicle, and we must understand the need, so that we may know whether or not the proposed expenditure of public funds is justified and whether the use for this purpose of rare, publicly owned air waves is justified.

I do not know how we can possibly advise Parliament on these matters if we do not have the fullest understanding of the whole subject-matter we are dealing with. Therefore, I expect that many of the submissions made to this Committee will deal with matters which are primarily within provincial jurisdiction. That will be informative for the Committee; it will not necessarily mean that we are going to recommend action by Parliament which will interfere with provincial jurisdiction. But I think that kind of informa-

tion will be valuable, indeed, essential, in arriving at our decisions, and I, as Chairman, do not intend to restrict these presentations nor restrict the questioning which I have tried to permit in as broad a vein as possible today, because I think it is so important that we inform ourselves about the whole field in which we are asked, as a federal government, to provide public funds and very rare public assets in the form of airwaves as vehicles for delivery of what may come very largely within provincial jurisdiction.

• 1755

I do not think we would be carrying out our responsibility as a federal Parliament for care of those public airwaves, and those public funds unless we took that approach.

[Translation]

Mr. Berger: I would like to make a few comments to express my personal fears that we should be taking a road that would lead us very far. If our discussions are directed for weeks and weeks onto the importance and viability of educational television we shall meanwhile be neglecting to look at an aspect which is quite important, even more important than we think: will we need to use satellites in the very near future? Space for satellites is already restricted.

The province I am representing in Ottawa has fears on this matter, and has already undertaken negotiations with the government of a foreign country—with France, incidentally—to see if it would be possible to build a satellite in close co-operation between a foreign country—France in this case—and French Canada as represented by the Province of Quebec. It seems to me that in discussing the importance and needs of educational television, we will be wasting time on matters that university professors or someone else could discuss much more profitably.

I do not feel that it requires so much time and discussion to arrive at the conclusion that tomorrow—and not even tomorrow but in fact today—educational television will be a major necessity.

Whether we like it or not, we live in a very advanced technical era that is changing from day to day. I myself have no doubt at all that we need educational T.V.

A country like the United States, for instance, gives us proof every day. The examples given us today by Mr. Mountain, who is competent in the field and has studied the

matter for six years, provide us with additional proof. If we continue to discuss this matter for weeks and weeks we will not get anywhere.

I can understand that you are concerned about spending \$500 or \$100 million to set up the machinery for communications, but if it had been necessary to study all the waterways and land to be irrigated, if it had been necessary to think of everything that could be done for the fisheries when the bill on ARDA was passed, ARDA would not have done anything up to now.

Everybody agrees that educational TV is to be considered—after all it exists and is already used to a limited extent on closed circuit at some universities in British Columbia, for example. I had the pleasure of visiting their installations briefly, and if we continue to discuss all these points of view, we shall come into conflicts with one province or another, because the system of education in Quebec, for example, is not the same as in the English-speaking provinces.

• 1800

If we must keep going back over all this and if we continue to permit such a broad field of questions, we will never achieve anything: this time next year we still will not have reached any results.

Personally I think there should be some restriction where questions are concerned. We should look at the technical aspects concerning the actual vehicle: we should check whether space is available if we want to launch a satellite; we should see what channels are free, VHF or UHF; we should then study what we could do. Then the provinces will be entirely free—as they are now—to use such facilities.

Perhaps Quebec will not be represented. The government has given its reasons for this. I myself have been in touch with the internal administration of the Department of Education in Quebec. They gave me some reasons which I understand to a certain extent. Other provinces will become interested later on. However, it seems to me that as a central government, because of the development of this technical age, we must provide through educational television the technical facilities for all those who wish to be educated.

For this reason, I once again state that I support my colleague Mr. Pelletier, I share the opinion of the Minister's Parliamentary Secretary and I am annoyed that we are

wasting so much time on matters that are 90 per cent, if not more, provincial jurisdiction I see no point in going into education and examining even presentation.

However, if you discuss technical matters, for instance, whether one projector is better than another, what methods are the best to follow. I am in complete agreement. But I understand from the BNA Act, that the content itself is the inviolable prerogative of the provinces, of the provincial governments, which would never apply these laws, or at least, not the province which concerns me.

I do not want our committee to lose precious time. I have listened to your explanation carefully, Mr. Chairman, and I trust that the Committee as a whole will think the matter over and when we have our next meeting perhaps everybody, will have new ideas to put forward so that we can get on and do some worthwhile and valuable work. However, let us not become bogged down in situations which I feel are dangerous. With all due respect for the opinions of each member of the Committee, I merely wished to support the point of view which Mr. Pelletier offered this morning and which Mr. Béchard also presented just a little while ago.

[English]

The Chairman: Thank you, Mr. Berger. You will be aware that the question of satellite locations is not one which is dependent at all on the studies of this Committee; it has been under study by technical advisers of the government and a report is being made to the Cabinet in this respect.

What we are concerned with here is the question of educational broadcasting in general. There are some 26 individuals or groups, including governments, in addition to those we have heard already, that wish to make presentations to us.

We have scheduled those hearings, and unless you wish to reject the right of those persons, groups and governments to make presentations to us, we will be continuing our hearings as long as it takes to hear those groups.

We have scheduled the hearings in such a way that we can waste no one's time but our own. Questioning the witnesses, perhaps, might be a waste of their time, but certainly it is not retarding the development of educational television because we have scheduled at least two witnesses each day on two days each week from now until the end of this session.

I think probably it is impossible to consider more submissions than that on any of those days and the length of the hearing will depend on the questioning desired by members of the Committee.

I think it would be a mistake to think that in any way the questioning that has taken place here today has had an effect one way or the other on the progress of our hearings.

We can not schedule more than two or three witnesses on each day, in any event. I reiterate that as Chairman I am prepared to receive submissions from all the groups that have asked to come here. I am prepared to receive the submissions in the form in which those witnesses wish to present them and I am prepared to receive questions from members of the Committee on the broadest base.

If at any time members of the Committee wish to take a different view the course is open to them, but I want to make clear now the approach that I will take and any different course will have to be decided upon by the Committee.

•1805

Mr. Sherman: If I might just be permitted for a moment to add my own opinion, I think you are taking the right approach. Obviously you have your mandate now, your terms of reference, to steer a course precisely between the position favoured by Mr. Berger and that favoured by Mr. Basford and Mr. Pelletier.

I think you are taking the right approach in providing the widest possible latitude and I just suggest to Mr. Berger through you that I think if we retain a sense of optimism about the Committee system we can look forward to a fairly efficient and expeditious movement through some of the presentations that will be made because we will not be confronted by such a strange field, such a strange and unique situation as confronts us at present.

This is new territory for most of us, perhaps all of us, and I think the questioning and examination of the past four or five days was a logical development in the light of the situation the Committee finds itself in.

I thought Mr. Juneau's brief was extremely exciting. I also think Mr. Mountain's brief is exciting and I commend you for it, Mr. Mountain.

I apologize for not being here when you presented it but, like everybody else on this

Committee, I had three different committees to go to today and I was not able to be in here all the time.

I have read your brief and I think you chart an intriguing course towards an exciting frontier in television and education, but we do need all the expertise that can be brought to bear on this subject as Mr. Basford and Mr. Prud'homme have implied.

So, I hope, Mr. Chairman, that we will be able to attract, and study at the feet of as many experts as possible before having to make any decision where the public purse is concerned.

The Chairman: May I thank you, Mr. Mountain, on behalf of the Committee for making this very valuable presentation. It has helped us to become oriented in a field which is foreign to most of us and I think it has been an important contribution to the education of the Committee.

Mr. Basford: Mr. Chairman, the Clerk has given us a statement from the Department of Transport concerning station or channel assignments.

The Chairman: Yes.

Mr. Basford: It is my understanding, and I would like the Clerk to check this, that while there are channels listed as unassigned and therefore appear on this statement as available, some, in fact, are reserved. They have not been assigned but the BBG has reserved them either to protect the position of the CBC or to protect positions in various cities to make both private and public broadcasting available. So a more meaningful list would show not only the unassigned channels but also those unreserved. I wonder whether the Clerk could check that for me?

The Chairman: Perhaps he could do that. It should be understood that these lists tend to be tentative because of the fact that developing technology, among other things, makes them outmoded. So this list would have to be treated as tentative and there may well be another list available shortly that will differ from this.

Mr. Basford: Yes, I know. But the point I make is that some of the educational experts—to to give you an example—make great note that there is a channel available in Vancouver, and therefore it is a VHF channel which should be assigned immediately to

ETV. I think it is reserved for the CBC; I am not positive of that. This is the type of information I want.

have added to the list.

Mr. Basford: Yes.

The Chairman: That is an additional element of information that you would like to

The Chairman: I think we can now adjourn until Thursday morning at 9.30.

APPENDIX "C"

GOVERNMENT OF NEWFOUNDLAND
AND LABRADOR
DEPARTMENT OF EDUCATION

ST. JOHN'S

6th. December, 1967

Mr. Robert Stanbury, M.P.,
Chairman,
Standing Committee on Broadcasting,
Film & Assistance to the Arts,
House of Commons,
Ottawa.

Dear Sir:

Mr. Hanley has asked me to reply to your
letter of November 21st.

We feel that we are not organized either to
develop a brief or to send a delegation to
meet with your commission.

We are most interested in school broadcast-
ing and in this connection wish to advise
strongly against broadcasting one through
U.H.F. channels. Such a policy may mean cut-
ting off from the benefits of broadcasting
many of the isolated schools in this province.
I need not add that the type of enrichment
programme that radio can provide is badly
needed in these schools.

Yours truly,

F. Kirby

Professional Assistant
to the Deputy Minister.

APPENDIX "D"

SUBMISSION
to the
HOUSE OF COMMONS COMMITTEE
on
BROADCASTING, FILMS, AND
ASSISTANCE TO THE ARTS
by
THE ONTARIO FEDERATION OF
HOME AND SCHOOL ASSOCIATIONS
REGARDING
BROADCASTING AND TELEVISION
OF EDUCATIONAL PROGRAMMES

Introduction

The Ontario Federation of Home and School Associations, an affiliate of The Canadian Federation of Home and School and Parent-Teacher Associations, and representing some 55,352 members in the Province of Ontario, has expressed its interest and concern in educational broadcasting from the earliest school broadcasts on radio to the more elaborate programming made possible by television.

One of the major problems facing education in Canada is the size, extent and diversity of our country—dense concentrations of population in a few urban areas, and a few people scattered over thousands of square miles, two major language groups—with thousands whose native tongue is neither English nor French.

Yet in the midst of this size and diversity, equal educational opportunity must be provided for every child whoever he is, wherever he lives, and whatever his talent or ability.

The education of youth has long been the preoccupation of societies from Plato who considered that the purpose of education is to teach people to think, to Expo which provided a showcase for new audi-visual techniques.

Scientific and technological developments are whirling man through the Twentieth Century and thoughtful parents are concerned with the problems confronting educators who

must prepare children to function effectively in a world reduced to the dimensions of a tribal unit by modern and ever-evolving methods of communications.

The Ontario Federation has supported resolutions presented by its National Federation relating to educational television, co-operated with the Ontario Education Television Committee in accomplishing a comprehensive survey of Canadian School Broadcasts, expressed its support of School Broadcasts, enjoyed representation on the Advisory Council on Educational Broadcasting, and in October, 1966, presented a Brief to the Board of Broadcast Governors with respect to the allocation and use of the UHF Broadcasting Band. The Federation's views and recommendations as stated at that time are restated herein in the light of subsequent developments and current circumstances.

The Federation is therefore pleased to present the following Brief regarding the legislation under current study by The House of Commons Committee on Broadcasting Films, and Assistance to the Arts. The Brief is based on the policies of the Federation as set forth in resolutions adopted at Annual Meetings of the Federation as well as Briefs prepared by the Federation in the past.

Educational Television

The "knowledge explosion" and its attending difficulties for both students and educators insists on a frank assessment of existing educational techniques and an exploration of possible innovations. It therefore follows that the extent to which we can improve our procedures and foresee future needs will determine the sort of education structure we bequeath to the next generation.

The ever-expanding scope and impact of educational television is an indisputable fact. If wisely directed and easily and widely accessible, it will revolutionize educational methods in our schools, will raise the educational levels of our youth and adult population, and will contribute ultimately to the economic growth and stability of our country and to the health and well-being of our citizens.

The welfare and well-being of man must be the criteria for evaluating technological innovations. M. Jaboda¹ stresses the importance of man's attitude toward himself and suggests that environmental mastery is indicative of mental health. Society must accept responsibility for the development of media and techniques which will contribute to the growth of the individual both in the educational system and in the adult population. The man who is truly educated rather than narrowly trained is prepared for change.

Television has proved its forcefulness in the recreational use of leisure time. It is essential that its force be exerted in the educational programme of the school and in the continuing education of adults. Many of today's beginners enter school having experienced some 3000-4000 hours of television, radio, films and telephone with a resulting vast reservoir of vicarious experiences and loosely related facts. The new learner is the result of the new media and a new learner calls for a new kind of learning.

The value of educational television has been demonstrated over and over again in second language instruction, the new mathematics programme in which both parents and teachers as well as students have received instruction through educational television, and in science instruction when new text books become obsolete even before they appear in print. Similarly, experiences in Great Britain and the United States suggest the value of educational television in teacher training and in up-dating teaching methods.

Therefore, the Federation commends the Federal Government for its attention to this vital medium of instruction, and urges that educational television be made available and accessible to all Canadians regardless of limitations of geographical location.

The Federation further submits that educational television must be accorded the highest priority with respect to facilities, and the funds required for such facilities in any allocation of channels for this purpose, including any allocation or re-assignment of existing VHF channels.

The benefits and advantages accruing from educational television must not be confined to schools, colleges and universities but, to reach its potential as a positive public service, must also be available to adults in their homes. The

Federation believes that parents must understand the school, the tasks it seeks to accomplish and how it seeks to accomplish these tasks, if they are to give the school the support it should have, and if they are to give their children the understanding they need. Parental viewing of school broadcasts will contribute to understanding and rapport between the home and the school.

The Federation also considers that educational television available on VHF channels will serve the public interest by providing a means of educational development for adults as well as children thus contributing to the economic, intellectual and cultural welfare of Canada.

The Federation further suggests that educational television will provide alternate programming in those areas already served by several commercial channels, and which seem to be plagued with duplicate programmes. It would also provide additional programming in those areas served by only one or two existing television stations.

Most citizens own or have access to television sets capable of receiving VHF transmission only and the Federation submits that the allocation of educational television to UHF channels exclusively would prevent access to it by a large segment of the population.

The Federation recognizes that in many large urban municipalities all existing VHF channels are presently allocated to commercial interests and that in such areas, the establishment of UHF channels for educational television is necessary. However, where VHF channels are available, the Federation recommends the firm reservation of the two most favourable VHF channels for educational purposes, and that allocation of the third most favourable VHF channel be withheld for educational purposes pending full investigation of the matter by the provinces and regions concerned. Similarly, the Federation considers the same priority position should be established for educational needs in regard to the allocation of UHF channels in areas in which no VHF channels are available.

The Federation is concerned with the educational opportunities available to every child and regrets that in some instances geography is the deterrent to equal educational opportunity. Therefore the Federation recommends that existing television stations in all areas be required to carry ETV presentations during school hours with reasonable remuneration to such stations.

¹ M. Jaboda, *Current Concepts of Positive Mental Health*, p. 23.

The Federation recognizes that since the establishment of UHF channels for educational purposes in some areas is necessary, the conversion of existing receiver sets and the manufacture of new receivers capable of UHF reception is a matter of immediate concern. The Federation further recognizes consumer hesitation to purchase conversion equipment and that, in many cases, more basic purchases would of necessity take precedence over television adaptors. We therefore suggest that the allocation of ETV to the UHF band exclusively would discriminate against a portion of the population, a portion which doubtlessly forms that segment in greatest need of this service. Because the UHF Band must be used for ETV in some regions, the Federation urges that the Federal Government explore means by which set conversion can be accomplished at reasonable prices and the feasibility of insisting that new receivers be capable of UHF reception.

With a view to long term educational needs, the Federation considers that a satellite communications system should be developed and established for Canada. This system would facilitate the multi-distribution of programmes and would also permit the distribution of ETV programmes simultaneously to the regional distribution systems.

The Federation suggests that the continuing development of "remote copiers" and the eventual practicality of such equipment will render television sets transmitting as well as receiving instruments and increase the value of ETV immeasurably.

Recommendations

1. That educational television be made available and accessible to all Canadians regardless of geographical location.

2. That where VHF channels are available, the two most favourable VHF channels be reserved for educational purposes, and that allocation of the third most favourable VHF channel be withheld for educational purposes pending full investigation of the matter by the provinces and regions concerned.

3. That UHF stations be established to service those areas in which VHF stations are not available.

4. That in areas in which no VHF channels are available, the same priority position be established for UHF channels as recommended in (2) above for VHF channels.

5. That existing television stations in all areas be required to carry ETV presentations during school hours with reasonable remuneration to such stations.

6. That a communications satellite communications system be developed and established for Canada to facilitate the multi-distribution of ETV programmes simultaneously to the regional distribution systems.

7. That the Federal Government explore means by which standard television sets can be converted to UHF reception at reasonable prices and explore also the feasibility of insisting that new receivers be capable of UHF reception.

8. That the National Research Council or other competent body be requested to continue the development of "remote-copiers" and to initiate a feasibility study for the use of such equipment which would render television sets transmitting as well as receiving instruments.

Conclusion

The Federation considers that television, if skillfully used, provides an effective educational technique for adults as well as for children and therefore educational television must be regarded as a basic requirement for any educational system which must service the ever-changing needs of an ever-changing society.

The firm establishment of a priority position for educational television with respect to both existing and available VHF facilities and for future UHF facilities for areas in which VHF is no longer available is of vital importance if Canada's human resources are to receive the quality of education which will permit their confident and useful contribution to society.

APPENDIX "E"

BRIEF
to the
COMMONS COMMITTEE ON
BROADCASTING
CRITERIA FOR THE ESTABLISHMENT
OF EDUCATIONAL MASS MEDIA
IN A DEMOCRATIC SOCIETY

Howard R. J. Mountain
272 Dunview Avenue
Willowdale, Ontario

There has never been in the history of man an activity that has placed before any group as enormous a challenge as that faced by the programmer in television. It is this: "Resolve into sound and picture an experience that will retain the attention of millions of people for eighteen hours a day—not for one day, for one year, for one decade, but as far as we can see, forever."

In the world of entertainment, from Ancient Rome to modern mass media, only three factors enable these functions to survive. Firstly, in the parade of mankind there will always be children to marvel at the fascination of Punch and Judy or the Wizard of Oz. to the young, old is always new. Second, the inventiveness of man in his millions will always create more patterns to entice our attention; wing-walking, water-skiing, sky-diving. The vocabulary of entertainment adds so many new sensations every year. Then, as a third consideration, we must accept the fact that the rate of forgetting of people is a principal consideration in the thinking of any programmer who tries in this way to estimate the success of a replay, rerun, revival or whatever you choose to call a repeat.

But still this is not the real problem or not the real essence of it. If you search for the common denominator, you will find it not in the nature of the program but in the nature of the individual who watches it. Any educationist will confirm that the real problem that presents itself when all other requirements have been satisfied is the establishment of a simple ratio of two elements for the class or audience that he faces. We may examine it graphically:

Known	Unknown
Content	

In any experience where persons are allowed a free choice of the number of unknown elements, not only will they choose those elements that are significant to them but they will quite unconsciously select the number of them that matches their natural ability and their particular awareness at a point in time.

At a concert of familiar selections the professional musician in the audience will absorb this experience with an entirely different set of "knowns" in his background; but still he must find also for himself a satisfactory ratio of "unknowns" that may be for him nuances of musical interpretation quite undetectable by the majority of the audience. In contrast, a child that sits through the same concert may be so fascinated and satisfied by watching the cymbal player that nothing else in the entire performance arrests his attention and therefore forms part of his recall. If asked, each will say he has "enjoyed" himself because, in his circumstance, each has been free to select his own elements of interest in the performance and free to limit the amount of these unknowns so that they most nearly match individual ability to absorb them.

This free choice of elements in the environment of the concert hall is partially lost in both education and television. In much education the sequential nature of the process dictates a progressive transfer of information from the known to the unknown side of the line with new elements being added to the unknown at a prescribed rate for the entire class.

In television the eye of the camera and the range of the microphone most deliberately limit both the audio and the visual experience of the viewer through the selection and use of the technical facilities by the producer, so that the little boy may only see his cymbal player for a few instants and the nuance of a flute passage may never be seen or heard by the listener who is a professional musician.

For the educator using television these two problems are compounded for a selection of

known and unknown elements and their ratio is not only controlled by the facility of television production but by the already known and understood disciplines of education, maturation intelligence quotient, curriculum, and collective class need, and many more.

All other elements being equal, an educator is aware that any imbalance of these elements may be represented in this fashion:

Boredom		Content	
Known		Unknown	
Confusion		Unknown	
Known		Unknown	
		Content	

Now let us return to the problem of the entertainment mass media. We have to consider the problems of sustaining the competitive commercial mass medium of television.

In the passing parade of mankind children not yet in their teens have such a vast experience with television that finding a sufficient supply of "unknown" elements to retain their interest is already a problem for the television programmer.

A most remarkable example of longevity of "new" elements of television being relegated to the "known" side of the line is seen in the decline in viewing audience for the manned space flights. Even programs of such intensity cannot escape the simple formulae of known and unknown balance that is the axiom of program success.

In the parlance of the dramatist this unknown element is referred to as the "possible improbable" ingredient, and is easily recognizable as a component of a mystery drama where the programming will prove this essence must be present.

After you have seen ten animal acts, dance sequences, or even quiz shows, it is really the extent to which each program can supply that "extra twist", that possible improbable, that something different, that unknown, that always determines whether or not you "enjoy" yourself. But for each listener, this unknown element must be in significant relative balance to the known, or the program has failed once more. Perhaps we should now examine some of the elements that constitute known factors.

In many presentations characters and locale form the principal components. Situation domestic drama programs such as "Hazel", "Bonanza" follow this pattern.

The supply of essential known elements through characters alone has created the "Star" system in much of the entertainment mass media and many programs rely on little other than this element. For much of the early days of television a lack of sufficient "unknown" elements in a series of "star vehicle" programs resulted in the dreaded disease of stars called "over-exposure". Then too, there is a very accountable power in the star personality that may exist for some viewers as an entity in itself. However, the development of the star image in a "fan" must in itself follow the known-unknown rule. Where the viewer comes to simply discover some new "possible-improbable" about the star alone, this in itself is sufficiently satisfying. "The picture was terrible but so and so was great", is a usual comment.

In this great race to satisfy the appetites of mass adult audiences we are simply running out of unknowns.

Programs like "Bonanza" are a monument to the skill of the creative teams that produce them. Now through more than a decade, they have managed to somehow retain this delicate balance for millions of people. In many episodes they have come very close to making the unknown or possible improbable the "impossible". This spells immediate disaster for a program based on reality, for once an unknown is rejected as impossible, and the program has not been strongly identified as farce, the viewer will reject the entire experience.

An interesting parallel occurs with the "stars" of the program themselves. For each character created sometimes over many years of exposure, having the "star" step too far out of his established character may cause rejection by the audience. For the "star" this possible improbable must be related to a personal public image for once "type-cast" each star must count the cost of destroying or retaining this image.

Search for the "possible improbable" the elusive unknown, has led television programs to employ every technical device, and the simple need to supply elements not available within a studio or within range of remote live television operations. However, this has robbed television of much of its element of

"immediacy", seeing something as it happens, that was the compelling characteristic of much of its early programming. In fact, recognition of this problem has been so apparent that, although recorded on film or video tape, many "faux pas" have been retained or built into large budget network programs to simulate this quality.

However, great care must be taken to retain a believable progression of time and space in the production sequences or the public simply relegates these to the category of "blunders".

If immediacy is to be simulated, woe betide the editor who forgets himself and places two scenes in sequence that are three days or one hundred miles apart in time and space. In truth in any editing production procedures, immediacy is one real key to audience involvement and, although one may distort time and space for scene or character establishment, the secret of the power of the important sequences is to tamper with these elements as little as possible.

If the great search for "possible improbable unknowns" becomes too difficult in this world then leave it and get "Lost in Space" where almost anything is "possible" because the audience can be no real judge of what "possible" is. Then again, announce yourself in every way you can that you are creating your own "reality" of the world of cartoons, Ancient Rome or Batman where it becomes very difficult for any audience to say "that is impossible" and the unknowns are only limited by their relativity to the unknowns that already crossed the line into the known side of your program content. More and more of this "out of this world" programming will appear on our television screens in the future for this reason alone, that in this enormous voracious mass media called TV we are simply running out of unknowns.

All of these patterns so far discussed apply to non-selective commercial mass media where audiences numbers are the only assessment criterium. But this very quest for unknown factors in program content has led programmers to seek large but selected audiences that in the commercial sense find themselves most sensitive to certain product appeals. The "soap opera" has not only indicated an acceptance of this principle in television programming but as in radio it depends on its sequential character to make a

whole new set of "unknowns" possible and yet improbable. Still we must remember these programs appeal to a large percentage of the audience at the hour of the day in which they are shown. To survive in the peak listening hours, sequential programs still must insure that the majority of previous program elements are re-established before the program can proceed with any success. The casualty rate of network television series has increased considerably over the past few years for the as "unknown" elements have been more difficult to find, and when a successful pattern or formula was discovered, the airwaves were soon saturated by imitators. The dilemma that has faced producers has been why did these series fade so quickly? There are many reasons without doubt but the one that has escaped many is that although the unknown ratio was well maintained within their own program series development, their audiences may have been watching two or three other "doctor" or "spy" or "cowboy" programs, and their ratings failed because many of the "unknowns" of this week's program had been "used up" by another similar network series the week before. Hence, the things that are "unknown" or "possible improbable" for the fans who view all the "doctor" programs may be exhausted very quickly.

We are all in the pursuit of the unknown even for ourselves no less the programmer himself, and this of course once again compounds the problem. The process of television production through all its stages involves a personal commitment that only experience can define, and yet with it all the calculated detachment that marks a professional producer in the television mass media, not one would judge that decisions of program content, of the choice of knowns and unknowns, are not at least a partial reflection of a producer's own choice and ratio of these elements.

As programs have died because of their lack of unknowns many have faced the same fate, an early demise, because there was just too much new or unknown, and a confused audience abandoned them.

Studies and surveys co-relating the educational and sociometric level of audiences to their listening habits attribute variations to many factors. The significance of the "known" areas to individuals are of principal importance it is true, for degree of performer personality identification is without doubt the

most vital component in the medium, but so too is the vital ratio between the knowns and unknowns of a presentation, and if within any specific exposure time period the listener is simply not able to absorb all the new elements presented, his immediate rejection results.

A program that establishes new locale, new personalities, new conflict elements that require rapid assimilation and a high degree of retention can only appeal to audiences capable of absorbing them with ease. And yet "the show must go on". Fewer areas of man's endeavour can escape and some feel in this quest, that taste, morality and truth are threatened, that the search for the "unknown" elements now includes experiences that do not belong on this instantaneous mass medium. In ancient times, uncontrolled, the taste of the audience reached some horrifying depths still under the guise of entertainment.

The enormous costs of production, the mass audience demands of advertisers have increased the size of television audiences for which programmers produce. In a competitive network operation these factors are multiplied many times. Such audience program commitment appears now to be saturating the medium despite factors of invention, retention, enlargement or audience change. Television is reflecting a world of reality, creating a world of fantasy, but ever probing and searching for all of us into the world of the unknown.

Today with most television viewing locked to the nonsequential development of a program period of less than thirty minutes, with many programmers unable to discover and develop sufficient elements of situation and character to support the plausibility of the unknown elements of the program, they have resorted to a growing use of the lowest common denominator of entertainment, physical violence.

In a world where the resolution of situations of human conflict through physical force is already an act of suicide when described as total war, individuals are now conditioned to accept, imitate and enjoy these patterns from cartoons to cowboys, where agony and suffering are deftly separated from excitement, action and thrills. Decisions in this light to change the patterns of television programming must be based on a most considered reflection of the extent to which this princi-

pally unreal exhibition of violence acts for viewers as a substitute or a stimulus in their own behaviour patterns.

The search for unknowns in television programming has already led to much exposure that can be described as educational since education is the assimilation of data to change attitudes and operative patterns. If we reduce the process of all communication to its essence that is the involvement of the receiving person in a vicarious experience, it follows that all vicarious involvement whether through books, film, radio or television, has an educational impact that may be weak or strong though involuntary and subliminal, provided the elements of a program can be selected by the viewer in an adequate known-unknown ratio.

The vicarious intensity of a program such as a ballet or hockey game will vary from a person viewing these events for the first time on television, to a devotee, to one of the dancers or players themselves. As this vicarious intensity grows it becomes contributory, that is the attitude and operative patterns described, explained, or portrayed in the program develop into conscious imitation by the viewer. As this vicarious intensity grows, we become aware that it assumes a contributory role for us where we make a conscious effort to assimilate it into our attitude and operative patterns. If, however, interest is deliberately aroused, directed and organized on a logical sequential basis to this end, most would then recognize the experience as at least informative and perhaps educational.

Although we know this is not the real case, most of us have been conditioned to believe that authority separates education from other forms of communication. Authority is the basis for our acceptance of content, validity and accomplishment as being educational in nature. The enormous growth that recording of all kinds has brought to the accumulation of knowledge has at the same time reduced a growing proportion of it to the acceptance of authority.

If you have read a book about life on the island of Hawaii, you are only really entitled to say "I believe this is valid", if you accept the authority who wrote it. In truth the phrase "I know" should really be reserved for those fortunate few who have had the experience of visiting the island in person.

For the first time we have in television a recording device which has by its nature, the near reality of coloured moving picture with-

sound, the capacity to influence instantaneously millions of people with a communicator which at the same time is capable of the most faithful reproduction of reality or the most artful distortion of it. In an extension of the adage "seeing is believing" a television program supplies much of its own authority, but in the cognitive, intuitive, or mechanical selection, re-arrangement, or distortion of its elements that is possible, it places in the hands of the few who must create its programs, a professional responsibility and a public obligation second to none.

In much education today, it is a dilemma that truth and bias are separated by authority alone. If education is to be used in a medium in the situation where truth and authority cannot be separated by the vast majority of the audience, most deliberate and considered safeguards are required.

For more than a decade in many places throughout the world the "near reality" that is television has attracted educators already convinced by its obvious capacity and potential as a mass communicator that it had a vital role to play in education. In E. T. V. the compounded ancestry of theatre, motion pictures, radio and classroom teaching has spawned a growth pattern that is largely residual, irrelevant and intuitive. Patterns of program development, production, distribution and assessment have been largely residual. Much programming has resulted from the expediency of cost, availability of program elements, the aesthetic whim of producers, or political showmanship performed by educators. Even though they combine the authority of education with the power of television, whole series of educational programs are now being broadcast to thousands of pupils with little more consideration than the rental cost per unit exposure or the personal preference of one individual in authority. As for assessment of program worth or value, since many programs have had little more than intuition to guide their planning, decisions masquerading under the titles of creativity, taste, or art, it is little wonder they have found comprehensive assessment of program effects impossible. In short, if you don't really know what you want to do, or how you should do it, it becomes quite pointless to try to assess if it has been done. If questioned, defend yourself with the devices of creativity, art, expertise or, of course, authority.

In any educational process this situation is intolerable. I submit that in today's world in educational mass media it is criminal.

Consciously or not every educator makes an appreciation of how best he can serve the needs of his students by supplying them with the four principal elements of the learning process. These are:

Presentation

The deliberate destruction of time and space in concepts or ideas for the establishment of objective relativity or for organizational and administrative convenience.

Consultation

The oral interaction of all educational participants to their mutual advantage.

Reference

Recording capacity such as books to enable students to expand the elements of the process on an individual basis, that for various reasons have not been included to their best advantage.

Experience

The multi-sensual involvement of the student without any destruction of time and space—the reality, or a vicarious duplicate of it.

In most educational experience it is the lack of balance of these four elements that contributes most to its failure. In our educational systems the balance approaches its ideal at both ends of the scale. Kindergarten and graduate school most nearly meet the ideal, but thousands of drop-outs will attest that, in the intervening years, they have found a system whose imbalance has been unable to sustain an educational relevance for them. Television may motivate or supply these elements to an educational process, but their worth may only be judged in truth on how well they complete the balance for each individual student viewer engaged in particular educational pursuit.

There are limitations to the vicarious capacity of television in this role. In a course on "How to Swim", T.V. may supply or motivate presentation, reference, consultation, but any experience factors will be no more than motivation. Getting wet will still be unavoidable.

For any educator who would use television as adjunct to other pupil activity, he must not only have detailed prior knowledge of the

content of the program but of the ratio of these elements in which it will vicariously involve or motivate his students.

To this point in time, the success of educational film can be attributed to the fact that it supplies experience factors not to be found in the classroom thereby improving the balance of its educational process, while much television has been in the area of presentation which, however expertly performed, further contributes to the imbalance of the elements already there.

The ratio of presentation, consultation, reference and experience—the four principal components of the learning process—must be supplied or augmented by E.T.V. to establish the best ratio to serve individual students and the particular educational process.

Any organization must then have completed a thorough analysis of its present system based on these criteria before inserting into the educational climate an ingredient so powerful and costly as audio visual mass media.

In our world of increasing automated technology, we have been conditioned to accept that the simultaneous derivatives of mass production are economy, quality and uniformity. This same automated technology promises us a release from much dull and repetitive labour where originality may again find a happier balance for many more in society.

But again in the name of economy and quality the concepts of mass production have been applied to media of information and education, with far too little regard for the uniformity that is their inherent character.

Textbooks have already dominated much education in this fashion, justified by many who point to economy and quality.

With quantity the dominant feature of most survivors of competitive mass production, educational uniformity will increase without deliberate attempts to ensure the balance of these components of presentation, reference, consultation and experience.

The cost of production and distribution of educational television combined with the initial uniformity imposed by channel availability dictate most deliberate and responsible regulation in this area. Any student viewing a program extramurally must be assured these elements are provided or motivated so that the characteristics of uniformity that mass media brings to education may be appreciated

by each viewer or student and deliberate compensation made by both the individual and the medium itself.

These characteristics having been analysed and an appreciation made based on this statistical data expertly interpreted, the next consideration that must be made is *mandatory to educational mass media to support the case for broadcast*. Each program proposal must be related to the media and other program offerings by the statistical base program priority surveys which will reflect and correlate the following factors:

(a) *Immediacy of the Need*

The rapidity with which television can convey vital information in times of urgency has already been demonstrated many times in the field of public information and news. In the ever more rapidly changing progress of education, television will become the agent to overcome the serious time lapse imposed by print media.

(b) *Intensity of the Need*

This factor will have to be assessed in its capacity to motivate as much as to inform.

(c) *Size of Audience*

This is the only criteria that is now used for much audio and visual broadcast. Cost of production and broadcast in a medium of such expense and power must be related to a cost per listener per program, but only in relation to all other factors.

(d) *Secondary Propagation Effects*

A program for 10,000 teachers may in effect be a program for 350,000 students. E.T.V. designed for 20,000 community leaders may be propagated by them to benefit millions.

(e) *Projection of the Need*

Economics of program repetition may be the obvious advantage of this factor, but in an educational climate of growing initial and remedial requirements, it will be at the same time the most vital and difficult to assess.

(f) *Characteristics of the Media*

Television is a transitory experience where information must, by its nature, be transmitted at a prescribed rate which will be a median for the audience. Provision for enrichment or re-enforcement above or below this norm as well as the need for repetition will relegate portions of the educational experience to other forms of educational process more designed to meet individual student needs.

An examination of such simple questions as "how a giraffe moves" cannot be verbalized successfully in any way. However, it can none the less be absorbed and understood visually by small children. Studies must determine how best to use the technical facility of television to ensure that the characteristics within its capacity present the student with the best combination of image, colour, movement and sound.

(g) *Cost Relative to Alternate Proposals*

As an information purveyor to mass audiences, television has already proven it is the cheapest per unit person mass media. However from a listener viewpoint, time must also be considered as cost. The true educational cost of a 30-minute program broadcast to 50,000 students in a publicly supported in-school situation is the sum of research, production, performance, distribution and assessment plus an average per pupil per minute cost of one cent or more.

(h) *Psychological Climate*

Gradually the public is beginning to accept the educational authenticity of television in the same ratio print now enjoys. Only the most impartial professional control can be tolerated in all areas of content, production and assessment of this most potent combina-

tion of the near-reality of television and the authority of education.

An organization to conduct such surveys will ensure, by involvement, the support and confidence this audio-visual media must enjoy. Such surveys will ensure that programs reflect the needs of the majority they serve rather than the minority who must originate them. However, any techniques for the establishment of program priorities and content must be followed, after translation into educational audio-visual mass media experiences, by an equally broad-based impartial assessment program. Intuitive assessments will result in bureaucratic chaos based on a personality cult whose derivative in educational mass media could only be described as propaganda.

Factors of cost and relative exposure probability dictate a further requirement of programs for extramural viewing. A certificate of proficiency in a language of Canada is as important to a new Canadian at the termination of a program series as is a credit for any university student. In a society where working and learning are beginning to be accepted as synonymous, programs or program series must be further judged in the proposal stage with the following measure:

Priority (4) Non-sequential	.....	non-accredited	.....	non-rewarded
Priority (3) Sequential	.....	non-accredited	.....	non-rewarded
Priority (2) Sequential	.....	accredited	.....	non-rewarded
Priority (1) Sequential	.....	accredited	.....	rewarded

The deductive obligation of educators in their use of television must exceed by many-fold present standards. Misconceptions or misunderstanding of ten percent of a "class" may number in the thousands in an "E.T.V. classroom".

In the development of mass media the simultaneous growth of efficiency and power can only bring in a free society a most vigilant and comprehensive program to perpetuate its character as a service to the people. When this enormous power is combined with the authority of education, it presents an opportunity and a responsibility without precedent.

The responsibility of any authority charged with the control of educational mass media is to ensure that any and all programs provided

by these media have as their *raison d'être* the product of a most broad-based deductive impartial organization with equal capacity for a continuous assessment of its effects and perfection of its techniques, as well as justification for its offerings, not only as education but as mass media itself. To coin a phrase, "the message must be the medium".

In our world, the explosion of knowledge, population and atoms must be matched by an explosion in education that only television can provide.

"We must bend every effort by this means to avoid the universal postscript of disaster: 'Forgive them, for they know not what they do'."

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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ALISTAIR FRASER,
The Clerk of the House.

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament

1967-68

STANDING COMMITTEE

ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 11

THURSDAY, FEBRUARY 15, 1968

Respecting

Subject-matter of broadcasting and televising
of Educational Programs.

WITNESSES:

From the National Film Board: Dr. Hugo McPherson, Chairman; Mr. Wilf Jobbins, Director of Distribution; Mr. Frank Spiller, Assistant Director of Production, English; and Mr. Marcel Martin, Director of French Production. *From The Canadian Home and School and Parent-Teacher Federation:* Dr. E. D. Gillespie, Chairman, Audio-Visual Education Committee and Member, Board of Directors; and Mrs. J. M. Priddle, Member, Board of Directors.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968

STANDING COMMITTEE ON BROADCASTING, FILMS,
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

¹ Mr. Asselin (<i>Charlevoix</i>),	Mr. Goyer,	Mr. Pelletier,
Mr. Basford,	Mr. Jamieson,	Mr. Prittie,
Mr. Béchard,	Mr. Johnston,	Mr. Prud'homme,
Mr. Brand,	Mr. MacDonald	Mr. Régimbal,
Mr. Cantelon	(<i>Prince</i>),	Mr. Reid,
Mr. Cowan,	Mr. Mather,	Mr. Richard,
Mr. Fairweather,	Mr. Munro,	Mr. Sherman,
	Mr. Nugent,	Mr. Simard—24.

M. Slack,
Clerk of the Committee.

¹ Mr. Asselin (*Charlevoix*) replaced Mr. Nowlan on Wednesday, February 14.

ORDER OF REFERENCE

WEDNESDAY, February 14, 1968.

Ordered,—That the name of Mr. Asselin (*Charlevoix*) be substituted for that of Mr. Nowlan on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

Attest.

ALISTAIR FRASER,
The Clerk of the House of Commons.

MINUTES OF PROCEEDINGS

THURSDAY, February 15, 1968.

(23)

The Standing Committee on Broadcasting, Films and Assistance to the Arts, met this day at 9.50 a.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Basford, Béchard, Berger, Cantelon, Fairweather, Johnston, MacDonald (*Prince*), Mather, Prittie, Reid, Stanbury—(11).

In attendance: *From the National Film Board:* Dr. Hugo McPherson, Chairman of the National Film Board and Government Film Commissioner; Mr. Marcel Martin, Director of French Production; Mr. Frank Spiller, Assistant Director of Production, English; Mr. Wilf Jobbins, Director of Distribution; Mr. Michael Spencer, Director of Planning; and Mr. Jean-Paul Vanasse, Office Secretary. *From The Canadian Home and School and Parent-Teacher Federation:* Dr. E. D. Gillespie, Chairman, Audio-Visual Education Committee and Member, Board of Directors; Mrs. J. M. Priddle, Member, Board of Directors.

The Committee resumed consideration of the subject-matter of broadcasting and televising of Educational Programs.

The Chairman called Dr. McPherson, who after introducing his delegation, made a statement relating to the brief of the National Film Board, previously distributed to each member of the Committee.

Agreed,—That the brief of The National Film Board of Canada be printed as an Appendix to the Minutes of Proceedings and Evidence of this day. (*See Appendix F*).

Dr. McPherson was examined on his brief, assisted by Messrs. Jobbins, Spiller and Martin.

The questioning of the witnesses being concluded, the Chairman thanked Dr. McPherson and his officials and they were permitted to retire.

The Chairman called Mrs. Priddle, and Dr. Gillespie, and Dr. Gillespie made a statement supplementing the brief of The Canadian Home and School Parent-Teacher Federation, previously distributed to each member of the Committee.

Agreed,—That the brief of The Canadian Home and School Parent-Teacher Federation be printed as an Appendix to the Minutes of Proceedings and Evidence of this day. (*See Appendix G*).

Dr. Gillespie was examined on his brief, and supplied additional information.

The Chairman thanked Dr. Gillespie for his submission.

The examination of the witness being concluded, at 11.50 a.m., the Committee adjourned until 9.30 a.m. on Tuesday, February 20.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Thursday, February 15, 1968.

• 0953

The Chairman: This morning we have with us a delegation from the National Film Board and also a delegation from the Canadian Home and School and Parent-Teacher Federation.

Before proceeding to hear witnesses may I say that the delegation listed on your tentative schedule for February 20 as the Anglican Church of Canada will actually be a group representing some of the divisions of Anglican, Roman Catholic and United Churches who are interested in the subject matter.

Mr. MacDonald (Prince): Is that not an organized association of communications people who work together now?

The Chairman: I know that there has been a lot of co-operation among these churches on the subject of communications, but we are advised that this particular delegation will be presenting an inter-church brief from "some of the divisions" of those churches.

May I introduce to you now the recently appointed new Chairman of the National Film Board and Government Film Commissioner, Dr. Hugo McPherson, whom we are glad to welcome to our Committee for the first time. I hope that you have enjoyed your first few months in this position, Dr. McPherson, and that you will be back to see us perhaps when the Estimates are before us or on other occasions.

We are interested in the views of your Board on the subject of educational broadcasting. Perhaps you might like to introduce your colleagues who are here with you before making your presentation.

Dr. Hugo McPherson (Chairman and Government Film Commissioner of the National Film Board of Canada): Ladies and gentlemen, it is a great pleasure for our Delegation to appear before this Committee. One of the things I learned earlier at the National Film Board was that this Committee was held in very high regard by the members of our Delegation who appeared last year. It was

their feeling that our relations with this group had been very cordial and I trust that that will continue.

Before proceeding further I would like to introduce the members of the National Film Board who have accompanied me. On my right is Monsieur Marcel Martin, Directeur de la Production française. Next to him are Mr. Frank Spiller, Assistant Director of English Production; Mr. Wilf Jobbins, Director of Distribution; Mr. Michael Spencer who has been Planning Director and is my Executive Officer, and M. Jean-Paul Vanasse, Secrétaire du conseil d'administration.

If the Committee finds it needs more detailed information than you elicit from me, these gentlemen are here to back up on any matters of detail that you might wish to explore further.

I spoke to Mr. Stanbury and it has been suggested that our brief, which is indeed brief on this subject, may be taken as read. However, if the members have not had an opportunity to look at it and would like me to present it orally I shall be happy to do so; if not, perhaps I can just say one or two things about what we decided to do in preparing this brief for the Parliamentary Committee.

I think, on the whole, it is a fairly straightforward brief and, as you will discover, if you have read it, it tends to make general points rather than go into any great detail at this stage.

We start by looking at the definitions of educational television that, I understood, have become current in this Committee, and the definitions we followed in our brief are the ones used by the Board of Broadcast Governors in their reports.

Then the brief very quickly turns back a bit and looks at the work that the National Film Board has done in the educational field. We are aware, as a federal agency, that there are constitutional problems of a delicate and very important nature in this field of education, and we make it particularly clear that the National Film Board does not initiate educational programs or policies, that it has no

responsibility for curriculum. In short, it recognizes as scrupulously as possible the jurisdiction of the provinces in this area. At the same time the National Film Act enjoins upon us the responsibility of informing Canadians of each other and informing the world about Canada. In the area of informing Canadians about each other, about Canadian society and life, the school-age audience is as much Canadian as the adult audience. So the school-age children, within the terms of our Act, are a very significant part of the audience for what we reach, and we produce material suitable for that audience.

The brief mentions our contact with the Canadian Education Association, which now goes back a number of years, with ACELF, the parallel organization in the Province of Quebec, and describes something of the kind of relations we have had with the provincial departments of education, the teachers' organizations and so on—organizations which repeatedly over the past 15 years or more have come to the Board for some kind of advice or assistance or which have used material produced by the Board in their school programs in whatever way they saw fit. The brief then proceeds to discuss precisely the kind of things that the Board has produced in recent years and is continuing to produce that are suitable or that may be used and indeed are used by many teachers across Canada.

• 1000

Looking further into the field of educational television the brief then turns to the resources of the National Film Board and enumerates the materials, the talents and the equipment that the Board has developed that has application, let us say, to school-age Canadians or to that school-age audience. This ranges all the way from the production of films of various kinds to the vast library of still photographs that has been accumulated here in our Ottawa office to the even vaster, perhaps, Stockshot Library—a library of unedited sequences on a great variety of subjects and of what we call "outs" from films; that is, material shot that was not actually incorporated in a film but which is kept on hand and which has archival, possibly historical, frequently educational, value. Those resources are enumerated and, finally, we conclude the brief. It is very clear that with the way the communications technology is developing today it would be shortsighted of any agency, and particularly any agency in the communications field, not to attempt to

look some distance ahead. So, in the concluding part of the brief we say something that, to the lay public, might almost sound like science fiction but to an informed public does not sound at all like science fiction. Some of the possibilities that we suggest of networks for visual communication banked in computer information stores and so on are now in the experimental stage and they are very definitely going to be part of the audio-visual technology of the future. In all art, thinking at the board on the research and experimental side, we have these possibilities very clearly in view.

By way of introduction I think that is all I would like to say about the brief, Mr. Chairman.

The Chairman: Thank you, Dr. McPherson.

Is it agreed that the brief be appended to the Minutes of today's Proceedings?

Some hon. Members: Agreed.

Mr. Prittie: Thank you, Mr. Chairman. It is obvious that there is a great amount of resource material at the National Film Board for the various provinces in their development of educational television. I have only one or two questions to Mr. McPherson.

I understand the Province of Ontario's Department of Education have had a good-sized budget for educational television for a couple of years now. They have built studios, I believe, in Toronto, in Scarborough. Have they called upon your resources very much yet?

Dr. McPherson: Our resources in production materials?

Mr. Prittie: Yes, in production, or to produce for them or to obtain material which you have already produced.

Dr. McPherson: Yes. I believe we have had no requests at this point to produce materials for the Province of Ontario but our people have been in quite close touch with developments of META, one of the independent groups producing for the Department of Education, and we have been in informal touch with officials of the Department of Education. But, if it comes to specific figures, perhaps you have something to say, Mr. Jobbins?

• 1005

Mr. Wilf Jobbins (Director of Distribution, National Film Board): No, I do not have any specific figures, but the computer branch of the Ontario Institute For Studies in Education

have been working on retrieval of material for television and our people have been working with them on this. It is a preliminary step as far as we are concerned.

Mr. Prittie: Would you expect that in the future the provinces and the local and metropolitan educational authorities will do most of their own production?

Dr. McPherson: Mr. Prittie, I think it is very difficult to predict how the production pattern is likely to go. Clearly, some of the provinces will be producing a great deal; other provinces may find it uneconomic to produce a full program and will very clearly look around for sources in Canada—sources elsewhere—from which they can buy, or rent materials. There is also a very clear possibility that it would be difficult for any of the provinces to produce at this moment certain kinds of material for the school-age audience, such as, let us say, a particular program in geography, which demands some materials that are very difficult to film, or very hard to get at. It is entirely possible that the provinces might make it known to us that they would like material of this sort, and we would have the resources to undertake that kind of production.

Mr. Prittie: My next question is directly related to that. It does not really concern educational television but rather the use of films in schools. I have looked at the table at the back of your brief and have noticed the number of films you have sold to the various provinces over the years.

Do you very frequently get a request from the provinces, acting together, for a particular film on a subject suitable to a certain grade or age level, which they have agreed will be suitable for all of them? For example, it could be a film on Canadian history, or geography, would be suitable for use in nearly all provinces?

Dr. McPherson: So far we have not had such a request. This may, in part, be because some of the provinces are as yet doing only minimal work in the field of television, and others are not using all that many audio-visual aids. There has been no co-ordinating group to make that kind request except perhaps the Canadian Education Association and ACELF de la province de Québec. I believe that the Canadian Education Association has made suggestions. You could consider that a national, or, at any rate, close to national, body.

The Film Board, as the brief suggests worked with the Canadian Education Association on a joint committee some years ago, and we were asked if we would be interested. That committee has been very fruitful, as ACELF for the French-language group is also becoming; but again it is informal and, in government terms, unofficial.

Mr. Prittie: Mr. Chairman, I will conclude with a comment.

Mr. McPherson's last answer confirms what I have long felt. I was a teacher, and when I was last teaching in 1962 my impression was that the use of films in schools really had not progressed very much from the time I had been a student nearly 30 years before. I rather feel that for the 29 years that the Film Board has been in existence the provincial departments of education have not used the resources nearly as much as they should have.

There is plenty of opportunity for the production of films which could be used in all parts of Canada. This would result in a great many economies, and these would be very important in educational television, which is going to be very costly, no matter how you look at it. Thank you.

• 1010

Mr. MacDonald (Prince): My question flows from the last question and comment by Mr. Prittie. Perhaps it is not fair to ask you this, Mr. McPherson, but do you would feel that it would be useful and good idea to have a body—perhaps this new Council of Provincial Education Ministers—which, through a subcommittee, could work with, for example, the Film Board in the production of educational films that could be used across the country?

Dr. McPherson: My private opinion at this moment—and perhaps my colleagues share it,—is that such a subcommittee would be very useful indeed. I think the Board's position is that whatever happens we will continue to produce material for the school-age audience within our mandate. If the people who have the jurisdictional authority in the provinces reach agreement about the kinds of programs they would like and that would serve their purposes, we would be most interested in receiving that kind of direction or suggestion.

Mr. MacDonald (Prince): I would be interested to know how general the use of films is today. Mr. Prittie recalled his days as a teacher and I recall mine as a student, because I

served as a projectionist for my school, which I think, made a fair use of National Film Board productions. Taking into account the fact that there are more students today, has the use of films shown directly as films—not in an intermediate way by the use of television—been continually increasing over the years? Has there been a real increase in the actual use of films or did it level off because of the introduction of television in certain centres and of educational television in some of the larger urban centres? Do you have any figures on that?

Dr. McPherson: I think Mr. Jobbins can give us a close estimate on this.

Mr. Jobbins: I think the use of films has gone up. Those used in schools and in community groups have shown a steady increase over the years. I think the number of sales to the schools would indicate that the use there has increased enormously as well. We do not keep audience figures on films we sell, but certainly the people who buy them must justify their purchase, and we assume they use them extensively. Generally speaking, both for adults and in schools, the use has increased enormously.

Mr. MacDonald (Prince): My principal interest concerns the schools and whether or not there has been a levelling off in the last decade in the use of films in schools, or whether there has been a continual increase because of the many provincial libraries now operating as well as the National Film Board library? Is there any way of determining that?

Mr. Jobbins: I think there has been an increase in film use because the amount of equipment—projectors, film strip projectors, 8mm loop projectors, overhead projectors and this type of thing—has increased enormously in the country. Most schools have film strip projectors now and some have one in each classroom. This was not the case ten years ago. I think there has been an enormous increase in all the projective media of information.

• 1015

Dr. McPherson: Mr. MacDonald, there has been another development in this field. I think we now can stretch the word "film" to include various kinds of image making. One of the latest devices—Mr. Spiller has brought a little machine which we could show you—is the film loop, which indeed is a loop of film that can be run through the machine over

and over and over and it can be stopped or the student can stop it. It is a very simple thing to operate. This kind of audio-visual device promises to become a very significant piece of teaching equipment—it is a kind of self help.

The Chairman: We had the pleasure of seeing that when we visited your headquarters in Montreal last year.

Mr. MacDonald (Prince): There may be some people here who did not have an opportunity of seeing it.

Mr. Spiller: I have a projector here. Of course, I imagine most of you are familiar with the size of the average projector. This is the new 8 mm projector. This is a silent machine, although sound versions are presently coming on the market. The great thing about it is the simplicity of operation. The film is contained in a cartridge in a continuous loop and it is just a matter of inserting the film cartridge in the machine, turning the switch, and away you go—you have pictures. In terms of film utilization generally in classrooms I think our interest over the years—and it continues perhaps to be one of achieving, with our materials, maximum flexibility of use—is a very good example of how it brings to the individual teacher a way of introducing film materials into a course of study in a much easier way.

We are now producing special materials for this kind of machine.

Mr. MacDonald (Prince): This raises an interesting question. When I viewed some of these a year ago last December it appeared they were really a one lesson kind of strip, as I recall, to explain or to demonstrate one function, obviously directed towards some kind of educational lesson. Now, I think in developing a number of these, in some way you would have to relate them to what was being taught in the schools.

In other words, there would have to be some identification with the curriculum. What was the procedure for making that kind of decision? Was there an exploration with some departments of education or their representatives, or how did you decide what you would put in the production that would be usable in the schools?

Dr. McPherson: Mr. Spiller, would you mind answering that?

Mr. Frank Spiller (Assistant Director of Production English): Dr. McPherson men-

tioned earlier the existence of this Canadian educational association NFB Committee. This meets every year, and has met each year for 9 or 10 years now, and I think this represents the major point at which we have the continuing contact with our various educational systems. We get advice and guidance from them and we are in no position, if for no other reason than we have no jurisdictional over curriculum, to insert ourselves directly.

On the other hand, as someone mentioned earlier, I think, how do we sort of arrive at a point where we have common materials? I think we tend to look for materials that we can program which are of common interest and, in a sense, transcend the individual requirements of curricula that are universal in application.

In other words if you made, for example, a series of these loops on very basic concepts in physics, then they can be used very flexibly, say, in very early stages of teaching in the primary grades as well as in even university levels in some cases. So, our aim is to provide materials with maximum flexibility.

Mr. MacDonald (Prince): Who is actually on the Committee? I know that there are Film Board people but who are the other educators? How are they selected and whom do they represent?

• 1020

Mr. Spiller: At the moment they are audio-visual directors from the various provincial departments of education. In terms of carrying out the program, say a program of loops, we would seek advice from experts in order to develop the subject content, but this we do on our own.

Mr. MacDonald (Prince): So the people on this committee really are the directors of audio-visual education of the provincial governments, with the exception of the Province of Quebec, which has a separate committee; is that correct?

Mr. Spiller: Yes.

Dr. McPherson: There is one other feature of this kind of work, Mr. MacDonald, that I think we might add. Part of the major reason for the Board moving into production for this particular kind of equipment is that as adviser on film matters to the government another of our responsibilities is to experiment with the medium itself and with the equipment possible as new equipment is developed. In-

deed, the Board on occasion has even developed equipment in the audio-visual field, so that a program like this in film loops begins as a very experimental thing, and I think I can say without error that the Board is in a sense responsible for introducing this kind of technology and making it available for people who want to pick it up and use it across the nation.

Mr. MacDonald (Prince): I am intrigued by one statement on page 9 where you suggest that your role could be defined as largely experimental, because you suggest just prior to that that the amount of film that the Film Board might produce in one year for usage by educational television could be used up in a week or two. Then you go on to say that its real role would be a kind of pioneer in perhaps developing, as you have just suggested, this new technique. Would you say this is then becoming almost the main role of the Board with respect to educational television?

Dr. McPherson: In my opinion, the experimental role is certainly a continuing responsibility for the National Film Board. The extent of our production in the educational field would depend on the demand and on financing arrangements which have not as yet been worked out. I think all that is to come.

The Board—and this is a matter of policy—does not see itself as an organization which will undertake massive programs on a continuing basis where there might be an element of serious competition with the private sector, and we just do not think of ourselves in those terms. Instead, we are a service agency, if you like, performing certain functions in the national interest for the federal government, such as developing certain kinds of programs. If we were going to proceed with a massive program of material for the school-age audience, it would seem to me that the only justification for that kind of massive program would be a need that nobody else is meeting, and in that case it might be deemed in the national interest to undertake substantial production for a period until resources were available from elsewhere.

Mr. MacDonald (Prince): I have two technical questions. First of all, you do talk about acquiring a videotape recorder to see how effective some of your productions would be for use in television. Do you plan to get into the actual production of videotapes? I think your mandate is broad enough to include the

actual production of videotapes which I am sure you would agree in most cases provides a better means of reproduction via television than, say, the use of film.

• 1025

Dr. McPherson: We are experimenting with videotape. We are very interested in this technology. It is a new technology and there are still all kinds of problems to be worked out, but as a result of our discussions with the federal government so far, it would seem useful for the Board to create production in videotape. One area here goes beyond the school audience. It appears that it may be very useful to produce materials on videotape for training programs within government departments, for example. At this point two departments have approached me separately asking if they might explore with us the possibilities of this technology in training programs. We are at a point now where we are planning to have our workshop in that kind of audio-visual image-making this spring. We at the Board have already seen a number of demonstrations on it, and it is extraordinarily useful in the training field.

Mr. MacDonald (Prince): I have a final question. You mentioned that now a special task force is studying the whole implication of educational television for the Board and that a report will be available for some time in late March. I hope it will be possible for this Committee to see that report. I am sure it will be most helpful to us in our considerations. Is that considered possible or likely, or can you answer the question?

Dr. McPherson: I do not see why the information gathered by our fact-finding group ought not to be available. It is my impression—more than impression, conviction—that no organization in the country at the moment is in possession, of an over all view of the full state, if you like, of audio-visual devices and procedures for the school-age audience.

We are simply hoping to meet people at the provincial level who are interested in these matters, find out what they are doing, what they may be planning, what things perhaps they feel they cannot do and what sort of audio-visual materials will be available in Canada. For example, some of them may be going to France, England or Germany, or going very heavily to the United States for materials of this sort.

I think eventually it becomes a matter of national interest that our audio-visual pro-

grams ought not to be fed entirely from sources outside but that there has to be a substantial Canadian effort in this field. Does that answer your question?

Mr. MacDonald (Prince): Yes, thank you.

Mr. Fairweather: Some of us have not been cleared for NATO secrets, Mr. McPherson, so maybe we are not cleared for the information you are going to give.

Mr. Basford: Mr. Chairman, I just want to ask a few questions about videotape which Mr. MacDonald referred to. It is my understanding that the production of programs by videotape is a great deal cheaper than by film. Therefore, I am a little surprised that the Board is only now looking into the production of videotape programs.

• 1030

Dr. McPherson: The great difficulty, sir, is that videotape, although an extremely flexible production medium and relatively very cheap compared with film, is not suitable for certain kinds of projection. The very cheap process is not of broadcast quality. As you know, there are differences in tape recording, for example, and the same limitations apply in videotape recording. It is not suitable or possible—I believe I am correct—to project videotape images on a big screen, and so on. It works wonderfully on a TV monitor.

Mr. Spiller: I think your question is one of those that one cannot really answer very simply. I think the problem here is that in some cases film is the best method of recording and developing something visually; in other cases videotape is the best method.

We are extremely interested in videotape because it is, indeed, true that in certain cases it is possible to produce as an end result a film that generally costs much less. We have been producing several short films for government departments recently, first on videotape and then transferring them to film. Essentially we do our editing in the process of recording the visual information so we do not get it into a cutting room. It is possible to duplicate it on film right away. However, this process cannot work in all cases. In many cases you need the flexibility of the editing process to juxtapose scenes and to develop the idea. Furthermore, the business of transferring from videotape to film is very much in its infancy. At the moment you can transfer very effectively the film from two-inch

tape, which is broadcast-quality tape, but as yet you cannot do it successfully from one inch tape nor can you transfer colour videotape to film. However, undoubtedly as the technology improves we certainly will be embracing videotape techniques more and more. That is my guess, at any rate.

Mr. Basford: Those school boards that are going into ETV are developing closed circuit systems within their school districts or within the school itself, usually using equipment which is not of broadcast quality and which was not intended to be of broadcast quality. They are buying one inch and one and a half inch video recorders, and this sort of thing, because their TV people feel that with this equipment they can do a great deal more for the students at far less cost than by using film or materials of broadcast quality, but somewhere along the line they are going to have to buy programs for that equipment and you are not in a position to supply them with the programs.

Dr. McPherson: One of the most interesting possibilities of videotape recordings in the educational field is that teachers and students may be able to make their own programs. The equipment is so simple that I think a twelve year old child could learn to handle the camera and, indeed, in Vaudreuil a producer who has done a great deal of work for the boards—we all know him, Claude Jutras—is conducting an experiment in videotape recording at the Centre culturel de la cité des jeunes de Vaudreuil to see how the technology will work at that level. That is one of the very interesting uses of videotape recordings but as Mr. Spiller said, if we are thinking in terms of an educational television network, or something of this sort, all the difficulties and problems in using the videotape technology have not as yet been ironed out.

Mr. Basford: Yes, but my attention was directed to the example you gave. For example, in my own province—the B.C. Institute of Technology at Burnaby, at Kamloops or in Vancouver—they have television studios in the schools where they make their own programs on instructional television, but they also need programs on videotapes, which they have some difficulty in buying.

Mr. Martin: I think I should add something to what Mr. Spiller has said. If there is no way as yet to transfer video to actual film, the opposite is quite easy. It is possible and quite easy to transfer film to tape. Any school

that is equipped with videotape can quite easily use any of our visual material, even if it is on film. I wanted to add this because the opposite is not as easy but it is possible for any school to use films and to transfer them to any tape system.

● 1035

Mr. Basford: Yes, which leads me very naturally into my next question. I am aware of the fact that school boards have in fact been doing this and they are worried about copyrights. What is the situation in this respect?

Dr. McPherson: Mr. Basford, that question is so difficult to answer that I hardly know where to begin. Technology is producing recording devices that seem to make antiquated, antediluvian, our present copyright laws. And what kind of control is going to be possible, given our present information transfer and retrieval, I find very difficult to say. Have you anything to say in response to this, Mr. Spencer?

Mr. Michael Spencer (Director of Planning, The National Film Board): No, I cannot answer that.

Dr. McPherson: We simply do not know; we are all aware of the problems.

Mr. Basford: Well, someone is going to have to come up with the answer because school boards are recording both National Film Board films and CBC programs. They are ignoring the problem of copyright, although they know it exists.

Mr. Priittie: It was the same in the book field for years, too.

Mr. Basford: Yes, in schools and colleges; so your fact-finding committee might look into that also.

Dr. McPherson: It is a question very much with us in a kind of nightmare way.

Mr. Basford: Thank you.

[Translation]

The Chairman: Mr. Berger.

Mr. Berger: I would first of all like to thank Dr. McPherson and his colleagues for their submission of a most interesting brief.

Some questions I wanted to ask have already been answered, for my colleagues have already asked them ahead of me.

Nevertheless, on page 14 of the French version of your brief, I find the following lines fascinating: "The day might come when transmitters across Canada would be linked by a communications network to your Film Board studios in Montreal. It would then be possible for those in charge of programs in the provinces to consult from a distance the Film Board's film or photo library, in other words, could ask to have a certain film transmitted which they could copy at the other end". This is fantastic.

To date, are studies sufficiently advanced in this domain? Do you foresee that such a system could go into effect soon? Do you have an idea of the approximate cost entailed by the establishment of such a system?

Your answer may be either in French or in English.

Dr. McPherson: Thank you. This would be a little too technical for me to answer in French, so I will speak in English, in spite of my wishes.

Mr. Berger: Very good.

[English]

Dr. McPherson: We are at the point now where feasibility studies are being done in several areas for communications networks of this sort. I could tell you a bit about how expensive it might be and what my own guess might be about how soon limited services of this sort will be available.

• 1040

The Canada Council sponsored a feasibility study for an art information service a year ago, and a committee of which I was a member immediately insisted that a so-called art information service include film, still photos, in short, photography. The computer experts who attended that feasibility study—the man, among others, who invented the booking system for Air Canada, and another computer scientist from York University and so on—suggested that it would indeed be possible now in verbal form to make all kinds of information available, and that within three years, they feel perhaps it will be possible to produce a visual image for such an electronic network, so that someone in Vancouver wanting to know a little about material at, say, L'Office du film, could request it and get an image good enough to be able to decide whether or not he wanted the material. The costs, I take it, are immense, but it would appear, nevertheless, that such technology will develop.

I am told, though I cannot speak officially for the Department of Industry, that they now have a pilot project going on for the retrieval of industrial information. This would be a print-out electronic nation-wide type of hookup. I believe they are spending \$5 million on the first studies and experiments. That kind of electronic resource would be very costly but considering what it could provide in the long run I do not think it is really too expensive.

At the moment I can suggest one further thing. There is a microwave network capable of transmitting images and audio information both ways now being established in Boston by the Lowell Technological Institute which will be connected with perhaps 15 institutions and universities—Harvard and Yale being primary among them—in the United States. They want to extend that network north to include Ottawa, McGill University, Université de Montréal, and Office National du Film, which would give us instant access to all kinds of research material and audio-visual material at any one of the centers plugged into the network. The Board at the present moment is asking for further information. I think that particular network would not be very costly, in part because an American foundation is spending the money initially.

[Translation]

Mr. Berger: Taking for granted, Dr. McPherson, that the National Film Board would become the nerve center, as it were, accumulating all this information, all these courses, would it be possible, for instance, for Laval University in Quebec, let us say in the Faculty of Medicine, to obtain, through your mediation, a course given in British Columbia? By your means, could this course be stored and reproduced perhaps in New Brunswick or anywhere else? It would become a centre from which information could be radiated everywhere.

Dr. McPherson: Yes, that is so.

Mr. Berger: I would like to ask another question before yielding to someone else. In the conclusion of your brief, on page 16, I read:

We realize that the future of ETV in Canada will depend on a coordinated plan which should be developed by the provinces and the federal government...

I do not want to strike the nationalistic chord which is particularly dear to the people of Quebec but I would like to know nevertheless how you personally envisage this co-ordinated plan of the federal government and the provincial governments.

[English]

I would just like to have your personal view on this co-ordination of efforts between the provinces and the federal government, without considering the special place that Quebec occupies.

• 1045

Dr. McPherson: I think I must limit my reply to this. Anything which involves policy or jurisdiction, it seems to me, is not a question with which the Film Board can be concerned. It is perhaps a question for the Prime Minister or whatever ministers may have responsibility in this area.

[Translation]

Our efforts will be concerned only with the production of material suitable for an audience of school children.

Mr. Berger: In accordance with the request and agreements concluded between the governments involved and the National Film Board.

Dr. McPherson: And I hope we will also be able to exchange official points of view with the professors and officials of the departments of education. If they have suggestions to make as producers of audio-visual equipment, naturally we would gladly study them.

Mr. Berger: One last question to Dr. McPherson. In Appendix 1 of your sales of films, freeze-frames and so forth, I notice that there has been quite an increase for Quebec. Do you yourself believe that this is a step forward towards the anticipated realization of your programs and the proof of a fairly constant improvement from 1963 to 1967-68 as regards the films that the Department of Education of the Province of Quebec has acquired from you?

Dr. McPherson: Yes.

[English]

The Chairman: Are there any further questions of Dr. McPherson? There appear to be none, Dr. McPherson, so may I thank you and your colleagues for having given us this very

useful statement of what you have been doing and what you hope to do in this exciting new field.

Your Board has been one of the pioneers of educational broadcasting in Canada, in the sense that it has provided a great deal of stimulation of, and material for, developments in this field. We are very happy to have had this presentation from you, and if, at a later date, as a result of your continuing study, you have more information for us we would be very grateful to have it.

Dr. McPherson: Thank you very much, Mr. Stanbury.

I am with you in believing that the possibilities in this area are very great. I am hoping that the National Film Board will be able to make a continuing and significant contribution in the audio-visual field. I do not really expect any serious problems to arise in the jurisdictional area. It seems to me that that is not a serious problem in the kind of materials we produce.

The Chairman: You are at the service of those who wish to use you.

Dr. McPherson: C'est ça.

The Chairman: Thank you.

We now welcome back Mrs. J. M. Priddle who was with us on Tuesday on behalf of the Ontario Federation of Home and School Associations. She is here today as one of the representatives of the Canadian Home and School and Parent Teacher Federation Incorporated, attending with Dr. E. D. Gillespie who is a member of the Board of Directors of that Federation.

• 1050

Dr. Edgar D. Gillespie (Chairman, Audio-Visual Education Committee): Mr. Stanbury, I think perhaps I will take it for granted that you read our brief. With your permission, Mr. Chairman, I wish to add a few more points.

First of all, I was very interested in the National Film Board presentation. I was for several years on the National Advisory Council to the National Film Board and I can certainly vouch for the type of work they are doing in presenting programs in filmstrip, film and now in loops, which are very useful in schools across Canada. They are going to be of even greater use in the future, and I certainly hope they are successful in some of the things they are presently planning.

The main thing that I would like to add to our brief is the hope that what was presented by the Secretary of State concerning the aims of the new broadcasting media or the organization or agency would not be limited quite so much as was stated. We are very interested in home and school and in educational television being available to as wide a group of people as possible, and we are quite sure there are many people who would be interested in the types of programs we feel would be presented on an ETV network where there would be no examinations and no formal appraisal, as such, required or needed. However, I presume the committee will be considering this.

I want to add the request that perhaps you will give serious consideration to changing the third function and to widen it just a little bit to include the type of programs that will be so valuable for out-of-school people, where there would be no formal examinations.

Certainly I do not want to suggest that the school programs such as university, community college, and some of the ones being thought of by the Canadian Association for Adult Education will lead to that type of appraisal, but I hope that we would make our educational television network available in a more or less informal manner as well.

Our brief did not say anything about closed circuit television. A good deal of your discerning questioning of the National Film Board had to do, with the area of information retrieval and a type of programming in schools which I think will be strengthened a great deal by closed circuit television, especially if it is linked with an information retrieval centre containing areas where students can go and dial for certain programs and have them available on a monitor in a study carrel. Closed circuit television will play a very important part because of programs based on video tapes, so that it will be available in a rather formal way.

• 1055

This is why we suggest that any finances that might be available from the federal level be provided on a broad basis so that local school boards in co-operation with provincial education authorities might experiment and set up this type of information centre.

I think those are the main things I wanted to add, Mr. Chairman, and see what questions there might be that we might try to answer.

The Chairman: Thank you, Dr. Gillespie. It is agreed that the brief of the Federation be attached as an appendix to the *Proceedings* of today's meeting?

Some hon. Members: Agreed.

Mr. Reid: I would like to ask the witness a question concerning his definition of educational television. There seems to be some confusion in my mind as to what you mean by it. On the one hand, there is the question of educational TV as a means of giving courses to children in school and, on the other hand, there is great consideration for what can loosely be called adult education in general. Do you put these two items together in your definition of educational TV or do you separate them?

Mr. Gillespie: I have separated them somewhat in the brief. I have indicated what I call ITV, Instructional Television, which means lessons actually taught, say in algebra, geometry or French by means of a television teacher, these lessons following a sequence and becoming a year's course for a student.

Mr. Reid: We have not gone into this in detail yet, but the evidence we have received so far seems to indicate that televising classes like this on a province-wide or even a regional-wide basis does not seem practical because of the scheduling difficulties.

Mr. Gillespie: That is right. That is why we are very sure that in the not too distant future videotape recorders will be available for many school systems. These programs can be taken from the air and then fitted into the schedule of the school. This has been the big disadvantage of both the provincial and national telecasts so far—the difficulty, especially at the secondary school level, of scheduling them at times within set periods of a certain length. It may be that they are not using them because of this difficulty.

Mr. Reid: It would not be necessary, then, to distribute these programs by means of a broadcasting system. It could be done through the exchange of tapes, for example, if sufficient were made available, or even by film for showing in the classrooms.

Mr. Gillespie: That is one method, but I think if a province, say the Province of Ontario, or with the proposed plan in the Province of Alberta, had a network and presented its program at 10 o'clock in the morning but it fitted better into the school periods at 2

o'clock in the afternoon, that it could very easily be put on videotape and then used at the more appropriate time.

Mr. Reid: But for that matter you could distribute the program at night, when the commercial channels or the channels of the CBC were not being utilized. In other words, you would not really have to go about setting up a separate educational TV network with a series of broadcasting transmitters connected one with the other.

Mr. Gillespie: Not for what I have designated as ITV.

Mr. Reid: To move to the other area of what I think best can be described as adult education, or adult enrichment TV, do you know the definition being used at present by the United States educational TV or adult educational TV stations?

• 1100

Mr. Gillespie: Not the adult educational stations but I know they are of two kinds, those that were just mentioned at the university level where courses are being given by the universities for which there are assessments or evaluations by means of examinations at the end...

Mr. Reid: I would prefer to call that ETV. You know, instructional television variety, which basically is what it is.

Mr. Gillespie: That is right, but second there are what we call the general educational television programs—programs not designated for testing. For example, you were asking the National Film Board about many types of films that might be used. They have produced excellent sets of films, for example, on Canadian geography. They did a series for our 1967 Confederation Year. Certainly these will be valuable in any school in this nation but they are what I would call enrichment types, not a building of series to series necessarily, but they will bring just a marvelous experience into the classroom for youngsters.

Mr. Reid: In other words, it is a tool to be used.

Mr. Gillespie: That is right.

Mr. Reid: My next question is, if you are so concerned about this type of enrichment programming as a secondary consideration to instructional television, is it not something that is being or could be performed now by

the existing Canadian Broadcasting Corporation? Is this not part of its mandate?

Dr. Gillespie: Yes, but CBC's school broadcast branch, certainly under its present budget, could not begin to provide the variety and kinds of programs for the diversity of education we have in Canada.

Mr. Reid: What about the enrichment courses for adults which you mentioned? For instance, the screening of the geographical series which you mentioned the National Film Board produced.

Dr. Gillespie: At the present time in most of Canada there is no way of using that except by means of film being projected in the various classrooms, or over the television screen.

Mr. Reid: My point is that to some extent the CBC already fulfils its function of adult education which you described in your brief.

Dr. Gillespie: May I say that the possibilities are there, but in practice many of these do not reach the public.

Mr. Reid: Why not?

Dr. Gillespie: It must be a problem of programming, and that the private stations in our country are not able to fit them into their programming. It is the same with the CBC, there are so many commitments of a commercial nature. I do not think we can expect the CBC—certainly not the private stations—to carry a heavy load of educational television programs. I do not think this is their business.

Mr. Reid: No, but my point is that this is one of the parts of the mandate of the CBC. If, in your opinion, the CBC is not fulfilling this mandate, then I would like to hear from you where it is falling down and to receive from you suggestions as to how it can improve its performance.

Dr. Gillespie: This gets into the area of more general programming of the CBC, which I thought was perhaps beyond the terms of reference of the brief.

Mr. Reid: Perhaps, but we are dealing with the subject of educational television and I think that as the CBC is an existing agency of the federal government in this area, it certainly is a legitimate consideration for members of this Committee.

Dr. Gillespie: Certainly the CBC has done a great deal in the programming area. Over the years the number of programs at the high school and the elementary school levels has increased. There has been no organized approach to the programming for the "out of school" learning, shall we say.

• 1105

If you ask me what recommendations to the CBC might be made for this, I really do not know. In how many stations would it be possible, for instance, to set aside more time for programs in the morning or in the late evening, which is prime television time commercially? This is why I think there is need for the ETV network so that it could handle this type of program.

Mr. Reid: What kinds of programs of the enrichment type do you see are necessary for adult education?

Dr. Gillespie: Many types of university level programs, but not necessarily university courses. I am quite sure that in Canada we have been giving most of our emphasis in adult education to university bound people and people in universities. There is no reason why some of the programs should not be available to the people in general. Many people are very much interested in... I was going to use the word "humanities" but I am thinking specifically of their interest in art, their interest in music, their interest in philosophy; courses that you could take at a university if you were entered and for which you could get credit, but which could be given over an ETV network as general interest programs.

Mr. Reid: Could not the CBC do this now? Let me give you an example. On Monday nights, I believe, they now have a sequence on the workings of the Government of Canada. Last Monday night I caught only a part of it because the House was sitting. They had a series of interviews with some of the members of Parliament. Is this not the type of enrichment programming that you are suggesting?

Dr. Gillespie: A part of it.

Mr. Reid: And the year before the centennial project they did a sequence on the background of certain problems that Canada was facing at that time such as separatism in Quebec and the language question. This is the type of program.

Dr. Gillespie: Yes. I think we would like to see more of that; that there is not nearly enough. That is why I said a moment ago that I do not think the CBC or a private station can be expected to do as much of that as we might like.

Mr. Reid: In dealing with some of the humanities, at times it is not necessary to do it in terms of visual impact. In combination with CBC radio, would you say that CBC does provide a reasonably balanced diet, given its resources, in producing this type of enrichment programming?

Dr. Gillespie: I would certainly agree with that. I think CBC radio has done an outstanding job in this area, and our Federation has on numerous occasions commended the CBC for this type of programming by resolution. We are very appreciative of it.

Mr. Prittie: Mr. Chairman, if Mr. Reid will permit, I think the question of CBC television is complicated by the fact that so many of their outlets are privately-owned affiliates that are concerned with commercial considerations, and that if they were all CBC-owned stations it would be a different matter. But they are not in many parts of the country.

Mr. Reid: That is true but they are contracting to take so many programs from the CBC. If you talk to the private station owners, they will tell you that they always get the ones that are not interesting, such as these enrichment programs. In my own case, we get the full unadulterated CBC content.

I think that covers all my questions for now, Mr. Chairman.

The Chairman: Mr. Johnston.

Mr. Johnston: Mr. Chairman, possibly following along the line that Mr. Reid was pursuing, it seems to me that what we have here is a demand for another network—another CBC purged and purified in the interests of educational television. There is a tremendous mandate suggested here for ETV on page 3:

We believe that ETV must be available to all Canadians

It sounds just like the CBC Bill.

... both vertically and horizontally. Programs should be produced for the pre-school, elementary school, secondary school, community college, university and citizens in general.

• 1110

Would you not be constituting another network, a third network, if this were carried out?

Dr. Gillespie: Yes, this is so. Our understanding was that there was serious consideration being given to the setting up of an agency distinct from the CBC for purposes such as this.

Mr. Johnston: You would favour, then, a completely new network?

Dr. Gillespie: Yes, we would favour a new network.

Mr. Johnston: You say on page 4:

With reference to general programming a large section of our membership

I gather this would be the Home and School membership

would welcome the alternatives offered by an ETV station or network.

What sort of testing has been done of your membership regarding this? Do you poll them?

Dr. Gillespie: This is based on the resolutions which come from the provinces to our national Home and School meeting. Over the years we have had resolutions come to us expressing concern in regard to some of the programs and I certainly want to add "just some of the programs". The feeling is, then, that the opportunity should be there—and I think this is what CBC has done so often—for citizens to see types of programs of this cultural nature—I suppose this is the word I should use. This has come by resolutions to us from various provincial federations over the last six or seven years. That is why I included this statement in the brief.

Mr. Johnston: It seems to me it would be easy enough to reach general agreement when faced with the sorts of alternatives that the brief presents. On the one hand, at page 3, the present programming is described as—the banalities, the insults to intelligence, the stress on crime, brutality, vulgarity, and sex which permeate much of commercial TV programs. On the other hand, on the next page, referring to educational television, we are told, as a sort of dogmatic statement, that this will not be dull; that it is going to be—exciting, interesting and pleasurable—would stress the positive aspect of life and of society, the

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triumphs of man, not merely his failures and weaknesses, the aspirations of man, what's right in the world, and man's humanity to man... This is rather a tremendous change, and, really, I am left gasping.

For example, who do you envisage making this set of television programs for general distribution?

Dr. Gillespie: First of all, you will notice that relative to some of the types of programs we say "much of commercial TV programs". I took the word "much" from two of the resolutions that had been sent to us. Really, in my personal opinion, I would prefer to see "some" rather than "much" because our Federation would certainly not want to condemn private broadcasting broadcasts on the CBC over-all. It is a choice from the few programs like that.

We are suggesting there what we call the positive approach. This is what the National Film Board has done in many of its films, and what the CBC has done in I would say 99 per cent of its school broadcasting. This is what they are doing. We would just like to see more of it.

Mr. Johnston: Do you not feel, though, that what has been done in the National Film Board and in CBC educational broadcasting has been possible simply because the films are not for anything like general distribution but are designed to be used in a classroom setting and viewed by a restricted audience that is going to withhold some of the critical comment that follows general distribution?

• 1115

Dr. Gillespie: That may be right; but you will remember that two or three years ago two professors from the University of Toronto did a series on physics. I forget their names for the moment. These were shown by the CBC. In the west they were shown on Monday evenings. Later they were shown as part of the school telecasts.

They were most interesting. They are just exactly what I was suggesting here. Some people have the idea that with that type of television program there is narrative and, that it is boring and dull. I simply suggest that with the right kind of producer this need not be so.

Mr. Johnston: Yes; but ordinarily they are prepared for a very, very restricted audience. I cannot help but feel that the third network

that you are demanding would be subject to all of the pressures to which the present CBC and even the commercial network are subject.

How could you establish this mandate you talk of on page 3 without setting up production facilities designed to supply the tremendous output that would be demanded by your ETV? You occasionally see the quality that you seek in a program or on the regular broadcast facilities, but with a network, and this mandate to continually fill this bill, I would question whether you could sustain the quality.

Dr. Gillespie: May I just say two things? I believe, first, that if the program is under a provincial jurisdiction, or a school board jurisdiction, it is relieved of the pressures that we meet in commercial television, where sponsors may sometimes choose a program because of its rating and give preference to it even although they have no particular liking for its content. Whether or not this is right I do not know, but if it is, then certainly the provincial and school board jurisdictions would be freed from that sort of thing. They would have a better chance to produce programs with—and I hate to use the word “complete”—but with freedom at least from commercial pressures.

Mr. Johnston: I still do not really see how this is necessarily going to free you from the stress on crime, brutality, vulgarity, sex, and so on. Suppose the ETV begins a study such as erotica in the modern film for your university audience, which you insist must be available to the general public, too; suppose it studies violence in films...

The Chairman: Or even drugs.

Mr. Johnston: Yes; the drug culture, and all the rest of it. You seem to be demanding the impossible when you demand broad distribution of the sort of film that is normally designed for a very restricted audience—the institutionalized audience, the school audience or the university audience; and yet, at the same time, to want all of this material to be available to the general public. You are running into a paradox, or a contradiction, here which would eventually lay your third network open to all of the criticisms that are now directed at the CBC or the private network.

• 1120

Dr. Gillespie: I would largely agree with you. I would not suggest—and I hope we did

not leave the impression in the brief—that an examination into drugs or into the effects of alcohol, or these other matters, could not legitimately be subjects for an educational television program. This certainly would not be our intent at all.

Mr. Johnston: Thank you, Mr. Chairman.

The Chairman: Mr. Mather.

Mr. Mather: Mr. Chairman, on account of my voice, for which I apologize, I have only one question. That will be a relief to the Committee, I am sure! Doctor Gillespie has stressed the desirability of educational television's being made available to out-of-school adult people. I think this is a very desirable goal. Has he any information on what has been done in that realm in countries such as the United States or the United Kingdom?

Dr. Gillespie: I do not know how precise my memory will be on this, but while making a survey for a collegiate board in one of the western cities I had the opportunity to visit universities and community colleges from California, up the west coast, and from Victoria to Halifax.

Part of it was on community colleges and part of it on educational television. I found in the places I visited in the United States that they had, of course, regular programs for the out-of-school—that is, out of school hours for the university—which were billed early in the morning or in the late afternoon and evening. I sat in two of the studios where they were doing general programs, similar, I suppose, to “Current Events”, which was somewhat similar to the program mentioned a few moments ago when Members of Parliament were being introduced on this panel and discussion took place. It is the kind of thing which I believe there is no time for on our regular networks, and I think we would have a stronger and better nation if we had more of this type of program available.

I understand that in Japan on the commercial stations there is no commercial broadcasting in the morning; that programs are what we would call educational television or ETV; they are for in-school and out of school. I understand that in Egypt the same thing is true, only it is not the full morning, but there are more hours available. Australia has done the same thing. As a matter of fact, Canada is very much behind most other nations, and nations of which we would think

as being of lesser stature in the world than Canada. Perhaps they are using educational television more because of the tremendous emphasis being given to education, and they are trying their best to educate their total populace as rapidly as possible.

The Chairman: Is it not fair to say, though, Dr. Gillespie, that in many cases broadcasting is used as a method of delivery of educational material in other countries where the means of delivery which we have are not available. In other words, we have a more highly developed system of delivering educational material than many of those other countries, and perhaps that is one of the reasons we have not used television as much as a system of delivery. Would this be a fair comment?

Dr. Gillespie: Yes, I think it would, but I think some of the other nations are surpassing us in, say, the number of television sets owned by the population.

The Chairman: This really has no bearing on the question of the use of television for education, has it?

Dr. Gillespie: No, not unless they are using it, say, in the morning, which is compulsory for educational programs.

The Chairman: But this is morning use of regular broadcasting channels which are used during the rest of the day for general broadcasting?

Dr. Gillespie: That is right.

The Chairman: Mr. Basford?

• 1125

Mr. Basford: I have some difficulty in understanding just what is wanted here. You recognize the value of straight instructional television in the classrooms, but then it seems to me you want a network to be used for educational television in the broadest possible sense of that word and really, as Mr. Reid said, "enrichment" television. Is that right?

Dr. Gillespie: Yes.

Mr. Basford: Looking at your brief and from the remarks made by Mr. Johnston I just do not see how you are going to get any audience for the type of enrichment program you are talking about. The type of programs which you suggest will be exciting, interesting and pleasurable, rather look to me as if they will be as dull as dishwater and they will not get any listeners. We acknowledged

earlier the great value of CBC radio as an enrichment for people who listen to it, but hardly anyone listens to it.

Mr. Prittie: I do, I listen to it.

Mr. Basford: I know. So does my wife all day. When I go home she knows more about what is going on around here than I do. I think the statistics and the ratings indicate that. Who is going to produce programs that are going to have any sort of wide audience and therefore any effect?

Dr. Gillespie: I am sure there will be many, many programs such as this produced. Perhaps we are limiting our thinking here to a network. Perhaps we should be thinking more of a localized network. I am thinking about what Alberta and Ontario are planning under their departments of education. Surely their programming, which would be under provincial control, would provide a type for in-school broadcasts and a type for out-of-school, whether it is for university, libraries or just general interest programs. Perhaps it will only be localized networks or local school districts such as Edmonton, Ottawa and Halifax. They already, in co-operation with the CBC, have been producing some of this type of programming. However, I am quite sure, from having worked on these programs, that they can be interesting. I am not too worried about the fact that people will watch them and, to back this up, we had surveys made in home and school associations which indicated the extent to which parents have voluntarily watched the school telecast. Frankly, I was quite amazed to find in our surveys the percentage of parents who indicated they were interested enough in these programs to watch them. We did a checklist type of survey, plus write-in, and in so many of the places the space we allowed for comments was not large enough, and they turned the page over and at times wrote extra sheets praising the programs and indicating how much they enjoyed them. On this type of evidence I would suggest there would at least be a fairly good audience.

Mr. Basford: Who would run these broadcasting stations?

Dr. Gillespie: The Department of Education, or these programs would be produced in co-operation with them. At the present time the four western provinces have a regional arrangement where programs which are produced by one of the provinces are shown in the others. There they are setting up the pro-

grams produced by the CBC, but they are shown only on school time. If this sort of thing were done for out-of-school telecasting, I think it also would have good results.

Mr. Basford: I do not know if you were here on Tuesday, but if you were you are aware of the fact that the agency it is proposed to establish will provide broadcasting facilities to provincial educational authorities, and many members as well as a witness expressed great concern at the prospect of departments of education having within their unrestricted control the content of television broadcasts.

• 1130

Dr. Gillespie: I would not be afraid of this for two reasons. I have represented home and school associations on the National Advisory Council to the CBC on school broadcasting and I have worked with those people for many years. I was on the committee which produced the first Department of Education programs in Saskatchewan and I worked with that committee. Never once in any of these was there any suggestion of interference by government authority. The autonomy rested in the people who were doing the work.

Mr. Basford: Yes, but are you not really talking about instructional television? You were talking about a department of education drawing up programs for the instruction of students in schools. We are going a step beyond that—or it seems to me you are suggesting it—and giving departments of education the authority over an educational broadcasting facility which hopefully will also be used for the education and enrichment of adults. You might not be concerned about this but I am. I would be very leery of a program on national unity prepared by the Department of Education of the Province of British Columbia.

Dr. Gillespie: Yes, but I presume if this were done it would be a local program, it would not be a program that would go over a national network. I am just presuming that, I do not know.

Mr. Basford: But is misinformation any the worse merely because it is local misinformation?

Dr. Gillespie: Is this not being done now, Mr. Chairman, on all types of programs in the same way?

The Chairman: Mr. Basford, may I ask a supplementary question?

Mr. Basford: Yes.

The Chairman: Would you be happy, Dr. Gillespie, to have the CBC programs produced by the Secretary of State's Department?

Dr. Gillespie: No. That is not an independent organization.

The Chairman: And the Department of Education of the province is?

Dr. Gillespie: Well I suppose the Department of Education has an ultimate authority. My experience has been that the Department of Education with which I have been associated just do not try to exercise control.

The Chairman: That is an old story.

Mr. Basford: The Canadian Association for Adult Education in its brief to this Committee sometime last year made recommendations, which could not be binding upon this Committee, on the nature and composition of a provincial educational television authority, and they certainly included far more than the provincial department of education.

Dr. Gillespie: I could not put what I am going to say in the brief because it is a personal belief, but I think the real future use of educational television is not even going to be at the provincial level but, rather, under the jurisdiction of local school boards, which will produce the kind of programs that will bring the kind of learning in the school areas where the teachers want it. These programs will be produced, prepared, and scripted hopefully by teachers who are given training in doing the scripting. Then you get educational television bringing its dramatic impact on learning in the classroom, and of course this is where we are mostly concerned. Because we do not feel that learning stops when a youngster leaves grade 12, or even leaves university, we would like to see more opportunities for people to take courses with no thought of getting a university degree. They should still have the opportunity of what I would call enrichment programs in general.

• 1135

Mr. Basford: With all due respect to you, this has somewhat confused me. I can appreciate the local school boards drawing up programs for instructional television within

the school, and I agree that there must be a good deal of local authority there because they know what their teachers need, what they want, what their scheduling problems are and so on. But then you go off on this other aspect of adult education and enrichment programs, which hardly is the responsibility of local school boards, and I suggest they certainly do not have the facilities of producing programs that would have any wider field in their neighbourhood.

Dr. Gillespie: The programming originated mostly with universities, but we are doing this sort of thing and it can be done. It is being done in the States.

Mr. Prittie: It has been done in Toronto.

Dr. Gillespie: META is doing it in Toronto, and it is an excellent example. I think all we are saying is there should be more of it.

The Chairman: Of course it is being done there, by an organization representative of many groups within the community. It is a broadly based organization which is able to weigh the interests of various groups within the community. It is not a government department either at the municipal, provincial or federal level.

Dr. Gillespie: No, but it is supported by officials who are elected in every case, the school board, the university—although the university personnel are not elected in the same way, but subject to pressures. I think the Toronto library is a sponsor and a part of this, and so on.

The Chairman: It is representative of many pressures.

Dr. Gillespie: Yes.

Mr. Basford: What will the lady that you quote with approval on page 4 have to do with composition of the programs?

Dr. Gillespie: Nothing, I would suspect. This was just an indication of some parents' concern in regard to some types of programming.

Mr. Basford: I certainly would not want her being the judge of the program.

Mr. Cantelon: We would not all object.

Mr. Basford: I would because I think the programs would end up totally unrelated to what students today want and would listen to.

You raise the question of subsidization for converters. What do you envisage?

Dr. Gillespie: The only thought I have there, and this was suggested in one province, was that perhaps there could be an alleviation of the sales tax on these proponents, and that this might help a little bit to reduce the costs.

Mr. Basford: Thank you.

Mr. Cantelon: I welcome this opportunity to ask Dr. Gillespie one or two questions. I know he is a master teacher and one of the leading administrators of education in the Dominion, so I think that his views should be listened to with great respect.

I am primarily interested in just that phase of the brief dealing with true educational television or, to put it another way, school television. I am not considering now the particular section that Mr. Basford has been so interested in.

I note too that you do not worry about educational television being controlled by departments of education, and I think probably in that respect you are thinking mainly of what goes on in the school itself.

Dr. Gillespie: Yes.

• 1140

Mr. Cantelon: I am much interested in this matter of scheduling educational television in the school system. You suggested too just a moment ago that local school boards possibly would be preparing the programs, and I suppose the reason for that would be the difficulties encountered in scheduling proper programs into the school system.

Dr. Gillespie: This is one of the major reasons, but a second reason is that if in-school television is going to be most effective, the people using it have to be involved. The superimposition of programming from the national level or the Department of Education level will not ensure that it will be used in the classrooms. Teachers will only use programs if they think they are worthwhile and if they think they will improve the learning taking place in the classroom. The day is past, for example, where teachers will show a film as a film, as a program or as a show. They will show part of the film, they will show a few slides, they will take the film scripts the National Film Board was talking about this morning and show two or three of

these frames—not run through the whole film script because it is there, they will use parts of these programs which will enrich and enhance learning in the classroom.

I am speaking from experience as an inspector and superintendent of collegiates when I say that I have a job at times trying to get teachers involved in using even films and this sort of thing. However when I do succeed in getting them involved in planning and preparing there is an enthusiasm generated that you do not get any other way. This is why I think the true value of educational television is going to be at the local level. We will use the resources of the CBC and the National Film Board every place we can but it still has to be organized and used at the local level.

Mr. Cantelon: There still are quite a few local systems that would be too small to do that sort of thing. I am thinking in particular of my own Province of Saskatchewan, and other than the cities of Saskatoon and Regina I doubt if any system would be able to do much in that connection. In such situations the responsibility for programming would devolve upon the province.

Dr. Gillespie: That is correct. However there is in Saskatoon at the present time a committee composed of the university and various school boards—elementary, secondary and private—looking into the possibility of a local ETV outlet. They have been planning this for several years. I sat in with the committee two years ago on some of the initial planning. They are planning to evolve some sort of outlet which will get at what I actually suggested in the brief, in-school television and studios in the local schools. The university will have its studio for university training and the adult-education type of programming for the evenings.

Mr. Cantelon: Yes, that is just what I was saying. But then there are thousands and thousands of students in Saskatchewan high schools which have maybe 20 teachers and they certainly would not have the facilities to do that sort of thing.

Dr. Gillespie: Well, in such situations there would have to be videotape recorders and an exchange of programs.

Mr. Cantelon: This brings me to another point. If you are going to put such programs on videotape recorders what is the particular

advantage of such a process? What is the difference between that and the use of film?

Dr. Gillespie: There are three important differences. First, when you have a film it is static, but with videotapes you can change parts; you can take out the commentary, change it, and bring it up to date. Second, when you finish with the tape you can erase it and use it again, which cuts down costs. Third, you can prepare your programs at various lengths, which can be easily stored and made available for closed circuit or for use on commercial stations. Perhaps you know that cines are produced on 16 millimeter film just for television. When they are sent out to surrounding smaller towns or cities they have to be shown on a projector, as a result of which the definition is very poor and you do not get a good picture—on TV it would be fine. Tapes then are much better. You could get as good definition in your smaller towns or cities with videotape recorders and, therefore, it is preferable.

Mr. Cantelon: Still this is just another device in education and the question arises whether the added advantages warrant the extremely heavy cost, especially in the smaller school areas.

Dr. Gillespie: Thankfully, the cost of videotape recorders is being reduced drastically. When I first inquired, about six years ago, I was quoted \$20,000 and that had dropped from about \$40,000 within two years. I saw demonstrations of the one-inch videotape recorders which now are available at less than \$5,000. This is less than the salary of a teacher per year, and you can retain the tapes afterwards. I think you could provide very adequate closed circuit television or television by means of the videotape recorders for less than the salary of one teacher in your school system. It is now within reasonable cost.

Mr. Cantelon: Will one of these recorders be enough to service a school with a staff, say, of 30?

Dr. Gillespie: You could have a videotape recorder and hook to it your television sets or monitors in any room. Now as the teachers begin to use more and more programs the time would come when you would have to have a second machine if you wanted to transmit two programs simultaneously.

Mr. Cantelon: Thank you.

The Chairman: Are there any other questions for Dr. Gillespie? If not, I would like to say how valuable this session has been. I think Dr. Gillespie has noted, on our part, some considerable reservations on the points of view put forward in his brief. We do not have any reservations on his authority to speak on education because we all appreciate that. However, this Committee is going to have to satisfy itself, when making recommendations in respect of an educational television system, that we are carrying out our responsibility of protecting the Canadian people's interest in its public asset, the airwaves, and in the public funds which are being demanded for this purpose. Also, I think it is very important to preserve what might even be called the "sanctity of the airwaves", which has been traditional in this country, and to protect such mass media from the direct control of government.

One personal concern that I have about your presentation is that although you have a great appreciation and can give us very valuable information on how television can be of use in education, we are the ones who are going to have to be concerned, more than you have been, I suggest, with the way in which the Canadian people are going to be protected against the misuse or abuse of the facilities which we provide.

• 1150

In my contact with education over the years I have noted what I have always felt was an unfortunate tendency of educators to identify themselves with departments of education, and even as a school trustee I felt myself in some ways falling prey to that tendency. Because departments of education are made up largely of educators one tends to start identifying oneself with the department and, in fact, feeling that the department is something other than part of a political structure. In this study I think we have to remember that a department of education, like the department of the Secretary of State in the federal government, is a part of government under direct control of a minister, who is a political animal, and it seems very questionable to me that a provincial politician can be trusted to be any less ambitious in promotion of his political ends than a federal politician. One would be quite naive to think that general broadcasting would be in any better hands if it were under the direct control of a provincial minister or a provincial government

than it would be if it were under the direct control of a federal minister or the federal government. The latter situation has never pertained in Canada because we determined a long time ago that this would be a very dangerous thing. I hope that in studying this new field of educational broadcasting we keep that principle in mind. I think Mr. Basford and Mr. Reid pointed out the possibility that what you are proposing might very well lead to what might be called a duplicate CBC and, in fact, I think from what we have heard so far that if a new educational network attempted to do what the CBC should do, as well as to service educational institutions, it would make the CBC and its budget look like mid-gets. I am not sure that the people of Canada want that and I am not sure that that would be the best use of either the airwaves or public funds. With those reservations I want to thank you for your submission, and if indeed there are further suggestions that come from your organization during the course of these hearings we would be glad if you would forward them to us. If you have comments on other briefs as they are submitted you might write to us so that we could have the benefit of your further views. We appreciate very much your interest and trouble in coming here.

Dr. Gillespie: Thank you very much.

The Chairman: There will be no need for the Committee to meet this afternoon, so we will adjourn until next Tuesday, February 20, at 9.30 a.m.

• 1155

Mr. Basford: Mr. Chairman, before we adjourn, we have before this Committee some draft legislative proposals. I understand they are not even to be dignified by the expression "draft bill". I am hopeful that further witnesses will give us their specific comments on those draft legislative proposals, and I was wondering if the Clerk, when talking to the witnesses, could point that out to them.

The Chairman: We have anticipated that very excellent suggestion, and several days ago I asked the Clerk to ensure that as soon as the presentation was made by the Secretary of State, both her statement and the so-called draft bill are circulated to all the people who have indicated they would like to come before us.

Mr. Basford: We hope that they will make specific comments on it.

The Chairman: I hope so.

APPENDIX "F"

EDUCATIONAL TELEVISION

A BRIEF

presented to the

STANDING COMMITTEE ON
BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS

by

THE NATIONAL FILM BOARD
OF CANADA

INTRODUCTION

I should like first to express our thanks to the Standing Committee on Broadcasting, Films and Assistance to the Arts for extending an invitation to the National Film Board to put its point of view before you in connection with the future development of educational television in Canada.

The National Film Board is an information agency with a mandate under the National Film Act 1950 to produce and distribute films in the national interest and in particular those designed to interpret Canada to Canadians and to other nations. The definition of the word "film" in the act includes anything which consists primarily of photographs or photographic reproduction. As those members of the Committee who visited the Film Board headquarters in Montreal last year will recall, we showed you examples of the films we produce, and we also demonstrated other techniques using film which are now being widely used for instructional purposes. Among these are loops, which are shown on small television-size projectors on a continuous basis; filmstrips which present a series of still photographs projected from a single strip of film; slide sets and overhead projectuals—a comparatively new instructional technique in which the instructor is able to project his visual material on to a screen behind him in a well-lighted classroom from a desk in front of him. We also had a display of some of the photographs we intended to use in a book we have since published (with the co-operation of the Queen's Printer) on the Parliament buildings. You are familiar therefore with the wide range of techniques which are used in our production program.

The Film Board is well aware of the complexities of the technological revolution which electronic image-forming methods have produced in the world of motion pictures. In 1939, when the Board was first established, the movies were the main medium of mass entertainment and short documentary films were just beginning to find their place in Canadian theatres to provide enlightenment and information to the same audiences. At this time too, film was only being used by a few pioneering teachers for instructional purposes.

In less than 15 years, television had supplanted the movie theatres as the main medium of mass entertainment and we are now on the threshold of another technological revolution as Educational TV moves into Canadian classrooms. This is a field in which as a federal agency we have no jurisdiction, but we have had a great deal of experience in dealing with pictures. This experience could be used to advantage by provincial authorities if they wish to make use of our services on the basis outlined by the Secretary of State in her opening remarks.

Exceptional advances have been made in the field of instructional television in the last ten or fifteen years, but most of the techniques employed in this new medium stem from the direct use of films in the classroom. Certainly, the TV screen opens to wider audiences the possibilities of broadening their education and increasing their knowledge of the world in which they live. We can see situations in which many students either in school or at home will be able to absorb complete lessons illustrated by the most advanced techniques of photography and ani-

mated film. Equally important however, in our opinion, are the situations in which a teacher confronts a class with a battery of audio-visual devices which she can use in her own time and in her own way to further the education of her class; and looking further ahead, we can see students and teachers together making films and producing television shows for instructional purposes.

In view of the rapid changes in the ETV field and the necessity of determining a long range policy, the Board has, within the last two months, commissioned a special fact-finding study on educational television, and a group of four people, drawn from both English and French production and distribution, is presently preparing a detailed report based on research undertaken in Canada and abroad, so as to make precise recommendations as to the Board's role in ETV. We expect their report by the end of March; this brief is therefore based on the broader concepts of the Board's function as a communications agency for the government of Canada, and suggests some areas in which the Board might be asked to make a contribution. However, the projects which we might wish to undertake would be subject to further discussion in the Board itself and with the government before they were initiated.

NFB AND THE SCHOOLS

As we have stated, the Board has no jurisdiction in matters of curriculum in the provinces. It has however had considerable experience in creating films suitable for school use in Canada and abroad. The statistics appended to this brief show the increase in the sales of Board materials to school boards and other educational institutions in Canada over the last five years and also show how some of our productions, designed for instructional purposes, have been very widely accepted by Canadian teachers. This result has largely been achieved by the close co-operation which has existed between the Board and the provincial educational authorities. The Board has representatives of its Distribution Branch in each of the provincial capitals and we have maintained a close informal contact with the officials concerned with education for many years. Eighteen years ago, in 1950, the Canadian Education Association and the Film Board co-operated in the establishment of an advisory committee composed of nominees of each minister of education and representatives of the Canadian

Teachers Federation and the C.E.A. The committee, which is still active, functions on a continuing basis with an annual meeting in Montreal. Its members contribute advice on changing curricula and school needs as well as commenting on our program.

In 1958, we established a similar arrangement with l'Association des éducateurs de langue française to advise us on our program aimed at the French-speaking school-age audience in Quebec and across the country.

At no time was there any commitment made by the provinces to purchase copies of the films and filmstrips which we made; nevertheless, many provinces have found our productions so well adapted to their needs that they have purchased them. This has been the result of our willingness to consult with the provinces, and of their willingness to talk to us. We therefore affirm that in the area of educational programming a solid basis already exists for the Board to continue and even extend its efforts to reach the school-age Canadian audience.

Since these films and filmstrips, loops and other materials would be suitable for inclusion in ETV programming, it seems clear that the development of ETV, considered only from the point of view of audio-visual material suitable for Canadian schools, will create an increasing demand on the Board's resources. Indeed, we have already been concerned in some early experiments in ETV. The Ottawa School Board used some of our loops in a mathematics series and we have recently been invited by the Collegiate Institute Board, also of Ottawa, to collaborate with them on a whole series of experiments involving between 60 and 100 classrooms in 12 schools. In this particular case, the signals are being carried by cable. The Board's role is not only to supply film and other visual materials, but also to play a part in the planning of the programs. From our association with this experiment, we expect to obtain valuable program ideas for school material which could be used all across Canada.

To give another example, we have also been requested to provide technical and personnel assistance to "le projet pilote Saguenay/Lac St-Jean" designed to offer courses at the elementary and secondary school levels to adults in this area. The programs are being carried by the television stations in Jonquière and Chicoutimi. Furthermore, both the Universities of Laval and

Montreal have expressed an interest in working with us and using some of our films for ETV.

These projects are being carried out in both the English and French-speaking areas of the country. The Board, located in Montreal, and having under its roof all the technical and creative facilities required for the production of films and other audio-visual materials, is also a bilingual organization in which there is a free flow of information between the two cultures of Canada. The films we make are generally available in both French and English, and we are in a very favourable position as a national agency to arrange for the interchange of ideas and knowledge in both languages. In this connection, we are presently producing a series on the French language for use in English-language schools.

RESOURCES FOR ETV

As we have mentioned, the development of ETV provides the Board with a number of opportunities for increased services to Canada. This section of our brief outlines some of them:—

1. One area in which we could make a useful contribution is our Stockshot Library. Over a period of years, we have collected and catalogued a great deal of footage which was either shot for newsreel purposes or is unused material from our film production. Much of it is valuable from the point of view of Canadian history, going back to the early 1900s. This footage is catalogued but it is mainly used, outside the Board, by film producers who require a shot or two to fill out an existing sequence. We can see however that provincial ETV producers and even some teachers may want to use this footage because of scenes which illustrate a particular point in their presentations. All this material could be made available for ETV and we are presently considering how this can best be done.

At the same time, we see a need for using excerpts from some of our films which might have a particular bearing on a topic being considered in an ETV program. Up to now, the use of excerpts has presented certain difficulties but we expect to solve them as we develop our techniques and administrative procedures for making our Stockshot Library more widely available.

Our collection of still photographs is the largest in Canada, and ETV might very well find that this material was extremely useful

as well. It contains about 400,000 photographs and we are adding to it at the rate of 15,000 a year. This library, which is located in Ottawa, also maintains contacts with still photo collections in government departments and elsewhere so that, apart from our own photographs, we have information on other sources of Canadian material as well.

2. We have already decided to step up our technical and production research and we are in the process of acquiring a videotape recording facility so that we can determine how our films can best be used on ETV. We expect that this activity can be planned in detail once our fact-finding survey is complete.

3. We could step up our output of films, filmstrips and other audio-visual materials as resources and personnel become available. In this connection, we do not think that the Board would be in a position to produce the massive amounts of material that ETV would require. The appetite for films in educational television will be very great indeed—a full year's production by the National Film Board would probably be used in a week or less—and we do not think we should compete in the mass market. On the other hand, our role could be defined as largely experimental. We would be prepared to try new ideas which are beyond the resources of other producers; to pioneer new approaches which then could be exploited in the mass market. However, even in the experimental area, enough films will have to be produced to create an impact.

As we mentioned earlier, our approach is "multi-media" and we are thinking more in terms of kits which might involve films, filmstrips, and loops, for example—materials which could be extended to include footage and still photographs for the teachers to use in their presentation of the subject. We are already working with teachers, and believe that this collaboration will be very fruitful and will lead to important new developments.

4. The problem of training—of helping teachers to acquire expertise in using films either directly or through ETV and ITV is also significant. Here again, the Board feels that it could make a valuable though perhaps limited contribution. We could consider making one or two of our producers available to work with ETV producers in provincial departments on a contract basis. Moreover, some ETV producers could perhaps profit from a period spent at the Film Board working with our film-makers.

We could also expand our screen study institutes. Last summer, a group of teachers of English literature spent six weeks at the Board in intensive study of film as a medium of communication, discussing and criticising films of various kinds among themselves and with the Board's producers. They also spent some of the time as film-makers themselves. These institutes could be organized for teachers who are going to use audio-visual methods of instruction and should help in diffusing more widely a knowledge of the value of film and television techniques. The teachers could pass on to their students not only an appreciation of film as a medium, which increasingly is supplanting the printed word, but also could help them in practical experience in the production of visual material whether on film or by electronic means or a combination of both.

5. The Board looks forward also to making some of its public affairs films available to ETV. Many of them already play a role in adult education by way of direct screenings and we are developing new uses for the medium in this area. For instance, at the moment, we are co-operating with Memorial University in Newfoundland on a community development program in that province, using film, and training film-makers on the spot. Other similar tasks could be undertaken elsewhere in Canada.

6. We have distribution offices abroad as well as in all the provinces in Canada. In New York, London and Paris, our staff has developed over the years important contacts with film producers and distributors. It seems to us therefore that our international contacts would be valuable to those responsible for ETV programming in Canada. Some of the films we have produced for use in Canadian schools have also had wide international distribution, particularly in the United States, so that a number of educators using audio-visual materials in other countries are already aware of the Board's and Canada's achievements in this field. It would be possible therefore for us to arrange useful exchanges through our existing contacts. We have also had trainees in the use of audio-visual material for instruction from other countries working at the Board.

RELATIONS WITH GOVERNMENT DEPARTMENTS

There is one other matter which must be brought up in any brief presented by the

National Film Board to your committee. Under the terms of Section 11 of the National Film Act, the production and processing of motion picture films by and for departments of the government of Canada come under the jurisdiction of the National Film Board. We are aware of an interest in ETV on the part of a number of departments and we have already had some consultations with them on this matter. In carrying out our role of film adviser to the government, we have assumed that some of the films produced by or through the Board for departments of the government could be very suitable material for ETV. Such films would provide an additional resource for provincial programming.

SUMMARY

For the near future, as we have pointed out, the Board could support provincial efforts in several ways: by training and by making stockshots, film footage and still photographs available on topics which are to be programmed; by producing complete films or a series of filmstrips or loops on subjects which are broadly applicable to the curricula in all provinces. So far as we can see at the moment, and without anticipating the results of our fact-finding commission, we do not think that this would involve the production by the Board of complete series of programs but this possibility cannot be ruled out entirely. Furthermore, we have produced and will produce many films on public affairs which would be very suitable for ETV and we have collaborated with the provinces in this area as well.

As a national organization, we must of course produce films which can be used from one end of the country to the other. We welcome therefore the formation of the Council of Education Ministers and we hope to be invited to establish a link with it through which we can consult with the provinces on educational television as it develops in Canada.

FUTURE DEVELOPMENTS

Looking still further into the future, we see a number of fascinating developments which could be brought about by the accelerated pace of technological change. Three of them should be mentioned here:

1. Members of the Committee may be aware that one of the most time-consuming activities in the film production field is the

creation of animated diagrams which are an essential part of instructional film—moving lines to explain mathematical formulae, diagrams to make clear the complexities of the internal combustion engine and so on. Many of these diagrams are painstakingly created and photographed frame by frame (one frame lasts 1/24th of a second on the screen) so that more than a thousand frames have to be prepared to put one minute on the screen. For this purpose, computers can be used to good advantage not only to program the cameras but also to draw some kinds of instructional diagrams. The images are displayed on the face of the oscilloscope screen under the control of a precise mathematical program and are photographed by the camera. Both curves and straight lines can be programmed—colour can be added and the computer can itself calculate accurately all the intermediate steps between the beginning and the end of the sequence.

2. We mentioned earlier that the Board has a very extensive library of film footage—and films of course—most of which could be very useful for ETV programming. The day might come when ETV transmitters across Canada will be linked by a communications network to which the Board would be connected to its Côte de Liesse studios. It would then be possible for programmers or ETV producers in the provinces to request to look at Film Board films or still photos which could immediately be transmitted and, if found satisfactory, copied at the other end and used immediately. Such a development would of course have to be tied in to a computerized catalogue operation at the Board to keep the library constantly up-to-date.

3. Finally, there is another development in which the Board could also make a contribution—computer assisted instruction. This process is described in the BBG's reference handbook and is also touched on in the National Film Board production called "COMMENT SAVOIR?" part of which was screened for your committee. C.A.I. involves a single television set per pupil who is able to program it himself according to his speed of learning.

Perhaps some of you may remember that in the Canadian Pavilion at Expo, there were a number of TV sets which had been connected to a computer and it was possible for a person to sit down in front of the set, read off the choices on the screen and type his answers on an electric typewriter. The typing of the

answers immediately produce another set of questions from which the student would again have to take an option. Although this material was presented in written form, we assume that a more sophisticated development of it would involve visual material or indeed one of the options might be a film followed by questions on the content which the student would have to answer. The Board's contribution in this area could be to provide its material for recording on video-tape or another medium so that it would be instantaneously available at the point where the student using the personal television set would call for it in the course of his instruction.

These developments may seem a long way from massive use in classrooms, homes, and elsewhere, but the technological revolution in education is advancing so rapidly that audio-visual agencies such as the NFB must be studying, exploring and preparing to meet the future—indeed to help *shape* the future. In this generation, the development of new "hardware" tends to outstrip our ability to produce high-quality "software"—new image-making and broadcasting machines are available, that is, but our ability to exploit their possibilities by producing imaginative programming lags behind. An important part of the Board's work is to learn to use the new technology creatively, and to pass on its experience to the widest possible public.

CONCLUSION

This brief has deliberately avoided making a list of precise claims for the Film Board in the area of ETV. Instead, we have attempted to suggest the possibilities of the medium and broadly to define the role we could play in its development. At the practical level, our fact-finding study will supply us with nation-wide information and our increased research activity will give us the technical information to guarantee our position as an agency that is up-to-date and even ahead of the times. Furthermore, our present expertise can be expanded and adapted as the government sees necessary to meet the needs of the "new learning". One thing is clear: the Board sees itself as a national service agency. Our role has nothing to do with curriculum planning; that is the responsibility of the provinces. But we believe that our resources are so significant and valuable that we will continue to set standards of excellence in both production and technique, and this is precisely what a federal

agency should be doing for the nation. We realize that the future of ETV in Canada will depend on a co-ordinated plan which should be developed by the provinces and the federal

government and we look forward to playing our part in this plan in co-operation with the other agencies which will be responsible for this challenging new medium in the future.

TABLE A
SALES OF FILMS, FILMSTRIPS AND OTHER MATERIALS TO DEPARTMENTS OF EDUCATION, SCHOOL BOARDS AND SCHOOLS

	1963-64				1964-65				1965-66				1966-67				1967-68 (9 months)			
	Films	F/S	Other	Total	Film	F/S	Other	Total	Film	F/S	Other	Total	Film	F/S	Other	Total	Film	F/S	Other	Total
British Columbia...	125	2,029	—	2,154	116	2,780	—	2,896	214	3,269	296	3,778	229	2,848	256	3,333	191	2,347	123	2,661
Alberta.....	98	2,110	—	2,208	122	2,532	—	2,654	253	4,275	423	4,951	232	5,079	398	5,709	283	3,794	288	4,385
Saskatchewan.....	96	1,246	—	1,342	67	1,845	—	1,912	123	2,617	221	2,861	122	2,823	96	3,041	107	2,041	159	2,307
Manitoba.....	51	1,202	—	1,253	55	1,171	—	1,226	65	2,677	201	2,943	95	1,892	100	2,087	83	1,520	135	1,738
Ontario.....	505	8,497	—	9,002	577	13,067	—	13,344	806	18,091	1,649	20,546	1,219	20,315	1,476	23,010	1,381	23,882	1,548	26,811
Quebec.....	188	3,310	—	3,498	256	6,062	—	6,318	363	8,361	1,162	9,886	282	6,653	1,673	8,608	248	9,185	1,564	10,997
New Brunswick....	23	229	—	252	34	659	—	693	27	674	26	727	39	178	19	236	24	499	3	526
Nova Scotia.....	26	413	—	439	20	504	—	524	32	1,077	23	1,132	57	727	37	821	12	495	17	624
P.E.I.....	6	144	—	150	8	49	—	47	15	150	8	173	6	591	19	616	6	108	4	118
Newfoundland.....	37	401	—	438	128	518	—	646	41	215	4	260	38	450	15	503	27	182	60	269
TOTAL....	1,155	19,581	—	20,736	1,383	29,187	—	30,570	1,939	41,406	4,014	47,359	2,319	41,556	4,089	47,964	2,362	44,033	3,901	50,316

"Other" includes 8mm Loops, 16mm Loops, Slide Sets and Overhead Projectuals.

TABLE B

PRINT SALES TO PROVINCIAL DEPARTMENTS OF EDUCATION,
SCHOOL BOARDS AND SCHOOLS IN CANADA

A selection of the most popular English language titles:

	Year of release	Cumulative Sales to December 1967
FILMS		
Canada—Landform Regions.....	1964	255
Climates of North America.....	1962	226
Origins of Weather.....	1963	181
A Tree is a Living Thing.....	1964	127
Among Fish.....	1964	110
Glaciation.....	1965	123
Changing Wheat Belt.....	1966	83
About Flowers.....	1964	100
FILMSTRIPS		
Classroom Sets		
Government in Canada (7 titles).....	1965	1,119
Canada's New Geography Series (6 titles).....	1964	1,142
Rocks & Minerals Kit (3 titles).....	1966	814
Canada's History (7 titles).....	1960	1,867
Canada's Atlantic Region (6 titles).....	1959	964
Insect Life Cycles (5 titles).....	1963	876
INDIVIDUAL FILMSTRIP TITLES		
Jacques Cartier.....	1956	3,375
Nickel.....	1958	3,806
The Seaway.....	1959	2,164
Honeybee.....	1963	1,573
Group of Seven.....	1963	1,235
Grasshopper.....	1963	1,285
Canadian Shield.....	1964	1,262
Seven Years' War.....	1965	651

TABLE C

PRINT SALES TO PROVINCIAL DEPARTMENTS OF EDUCATION,
SCHOOL BOARDS AND SCHOOLS IN CANADA

A selection of the most popular French language titles:

	Year of release	Cumulative Sales to December 1967
FILMS		
Phenomenes Atmospheriques.....	1963	19
Relief du Canada.....	1964	14
La vie de l'arbre.....	1964	17
Le Secret des fleurs.....	1964	15
Climats de l'Amerique du Nord.....	1962	12
FILMSTRIPS		
Classroom Sets		
Region Atlantique (6 titles).....	1959	244
Histoire de la Nouvelle France (6 titles).....	1963	311
Gouvernement du Canada (7 titles).....	1965	146
Excursion en pleine nature (5 titles).....	1965	150
Villes du Canada (5 titles).....	1961	151
INDIVIDUAL FILMSTRIP TITLES		
Jacques Cartier.....	1956	606
Cendrillon.....	1957	668
Nickel.....	1958	774
Paul Emile Borduas.....	1961	254
Abeille.....	1963	304
Censitaires.....	1963	311
Samuel de Champlain.....	1963	445

APPENDIX "G"

SUBMISSION

to the

HOUSE OF COMMONS COMMITTEE

on

BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS

by

THE CANADIAN HOME AND SCHOOL
AND PARENT-TEACHER FEDERATION
REGARDINGSUBJECT-MATTER OF BROADCASTING
AND TELEVISIONING OF
EDUCATIONAL PROGRAMSRespectfully submitted on behalf of
Mr. C. V. Madder, National PresidentEdgar D. Gillespie, Chairman
Audio-Visual Education Committee

BRIEF

Introduction

Traditionally the Canadian Home and School and Parent-Teacher Federation has been vitally interested in television in Canada and specifically in the dramatic impact television has on the lives of children and young people. From the advent of television our Federation, therefore, has been involved with this new media, concerned about its impact, fascinated by its possibilities and convinced of its potential in education. By resolution in 1951 at the Federation's annual meeting it was requested that the use of television as an educative medium be fully explored. In 1954 and again in 1958 we urged the CBC to undertake more extensive experimentation in class-room television on a national scale. Our Federation throughout the years has conducted several surveys in connection with educational television, both in cooperation with the CBC and on our own initiative. Until the change in the constitution last year our Federation has been represented on the CEA-CBC National Advisory Council and has cooperated in the planning and evaluation of the national school radio and television programs produced by the CBC.

During the last 18 years our Federation has presented various briefs and recommendations to the CBC, and the BBG. In 1966 a submission was made to the BBG regarding the allocation and use of VHF and UHF broadcast channels. Our membership of approximately 260,000 in over 3,500 local associations in nine provincial Federations across Canada has taken a deep interest in the development and progress of educational television at the national, provincial and local levels, as well as an interest in and concern for commercial programming. We, therefore, appreciate this further opportunity to present the Federation's views regarding the subject-matter of broadcasting and televising of educational programs.

Educational Television

The educational television policy of the Canadian Home and School and Parent-Teacher Federation is based on the following premises:

1. We believe that educational television is of too great an importance to be relegated to the UHF band only. It may be impossible in a few areas in Canada to make available a VHF

band for ETV but in every area where it is possible one or more VHF bands should be reserved for ETV. These channels should be reserved now whether or not there is at present an application before the BBG for such reservations. Enlightened planning looks to the future. We know that in the not too distant future these channels will be required for educational television.

This policy is a reiteration of previous views held by our Federation as expressed in a brief to the BBG in 1966 and in the following telegrams. At the 1967 Annual Meeting this telegram was sent to The Right Honourable Lester B. Pearson, Prime Minister of Canada:

The Canadian Home and School and Parent-Teacher Federation 1967 Annual Meeting May 28 to June 1 Lord Simcoe Hotel Toronto strongly urges the Federal Government to reconsider its decision to segregate educational broadcasting entirely to the UHF band. Today Canadian educational television stands on the threshold of vital development that will have far-reaching significance to the future of Canadian youth. It is urgent that this development not be impeded through lack of optimum transmission and reception facilities.

On January 6, 1968 the following telegram was sent to the Honourable Judy LaMarsh, Secretary of State:

The Executive of the Canadian Home and School and Parent-Teacher Federation meeting today in Toronto Lord Simcoe Hotel resolved to advise the Federal Government again of its concern over the contemplated restriction of educational television to the U.H.F. band.

The Federation believes that educational television stands on the threshold of vital development that will have far-reaching significance to the future of Canadian youth. It is urgent that this development not be impelled through lack of optimum transmission and reception facilities.

However, we believe that in the allocation of UHF bands at least two should be reserved in each area of educational television. This foresight will ensure that future expansion in ETV will not be hampered by lack of good broadcast channels.

We believe that ETV must be available to all Canadians both vertically and horizontally. Programs should be produced for the pre-school, elementary school, secondary school,

community college, university and citizens in general. Programs should be available to educational institutions and to citizens in all parts of Canada. If ETV is broadcast only on VHF hundreds of thousands of homes will be denied the privilege of receiving the programs because the older TV sets can receive VHF only. If in some areas ETV will be restricted to UHF the government should accept some responsibility in controlling the cost of UHF adaptors for receiving sets, or in subsidizing the cost of adaptors. Legislation should be introduced requiring all new TV sets sold in Canada to be capable of receiving in both VHF and UHF wave bands.

The prime concern of our Federation is that ETV will be as widely available as possible. We believe that educational television has an unprecedented role to play and that its benefits to education in Canada and its impact at the adult level on culture, knowledge, attitudes, and appreciations on the one hand, and on understanding of our multi-ethnic society and development of Canadian unity, on the other hand, cannot be disputed. We must give our citizens an opportunity to know about and to share in our Canadian accomplishments in the fields of literature, music, art, drama, opera, ballet, and the fine arts generally. This type of program will do much to offer an alternative to the banalities, the insults to intelligence, the stress on crime, brutality, vulgarity and sex which permeate much of commercial TV programs.

3. In regard to programming we are cognizant of the great diversity of interests and pressures. With reference to general programming a large section of our membership would welcome the alternatives offered by an ETV station or network. In the past our Federation has forwarded resolutions to the BBG, the CBC, the CTV, and the CAB deploring the brutality, sadism, vulgarity, etcetera, in some TV programs. There is a growing feeling that we have been exposed to so much fictional violence that we are less likely to be shocked by the real thing. It may be that television, along with newspapers, magazines, books and movies helped set the psychological stage for riots, and for the use of force. That the virus of violence has taken hold is evidenced by the increasing incidence of arson and looting, especially plaguing our neighbour to the south. In Canada just recently two CBC film programs were criticized as being "indecent and repulsive". One

mother in a panel discussion recently expressed her concern thus:

I wish we didn't have the mass media so full of sex and immorality and promiscuity. I don't think it is good; it is interfering with my bringing up my boys. Television programs are sometimes very embarrassing. Other people's own modern outlook shouldn't be discussed so frankly because it interferes with those parents who don't bring up their children that way, who want a more confined life.

There should be an alternative for those who question certain trends in programming other than turning off the TV set. We believe this alternative is educational television in its broadest sense. These programs would not be dull because they are educational; they would be exciting, interesting and pleasurable. Basically they would stress the positive aspect of life and of society, the triumphs of man, not merely his failures and weaknesses, the aspirations of man, what's right in the world, and man's humanity to man. There might be less talk of censorship if this type of TV programs were more available.

In regard to programs for school our Federation believes that the learning of pupils across Canada can be enriched through television teaching as it can in no other way. The dramatic impact of the screen demands attention. Master teachers are made available to all classrooms. Leaders in all aspects of life can be brought into the classroom by means of the TV screen. Experiments not possible because of lack of equipment are readily available. Teaching of French can be greatly facilitated by the best use of the limited number of teachers available across Canada. Teachers experience in-service training through observing and participating in television programs. These are a very few of the many reasons our Federation has consistently given its support to educational television in our schools.

We can see value in both ITV and ETV in schools. Instructional television should be explored more fully, and the quality of television teaching and learning should be carefully assessed. It may be that many classrooms will use television for certain units of work or topics where the television teacher can do a better job than the average classroom teacher.

There can be no dispute regarding the value of the enrichment aspect of ETV. Certainly the television screen can bring the

world into the classroom in a way that teachers' descriptions and books cannot do. Our concern is that educational television be more widely available and more wisely utilized.

4. In regard to constitutional jurisdiction our Federation believes that the content of educational programming is the prerogative of the provinces. However, many topics are of common concern across Canada and can rightly be the subject for national programs which can contribute to national understanding and national unity. Certain television series can be planned and shown regionally. The Departments of Education in each province have a responsibility in regard to provincial programs. As local school boards become more involved in the future in educational television they should be given adequate freedom to develop their programs and adequate financial support to do so.

5. In order that educational television be available in all parts of Canada private television stations in areas not served by the CBC should be required to carry at least the national school telecasts. Arrangements for other educational programs should be made by provincial or local authorities. Most private stations are to be commended for the many fine programs of general educational nature that they present.

Recommendations

1. That in areas of Canada where they are still available VHF bands be reserved and allocated to educational television uses.
2. That broadcast authorities reserve a sufficient number of UHF channels exclusively for educational use in order to provide complete coverage in all parts of Canada both now and in the future and to ensure that the future expansion of educational television will not be curtailed or inhibited because of the unavailability of a sufficient number of adequate channels to meet Canada's rapidly increasing educational television needs.
3. That in the development of television facilities in Canada priority be given to educational television at all levels; pre-school, primary, elementary, secondary, community college, university and adult.
4. That the subject matter of educational television include both direct teaching and enrichment programs.
5. That plans for educational television include a link with transmission facilities through the use of satellites so that programs

from this source can be available throughout Canada.

6. That the subject matter of broadcasting be positive and of high standards so as to offer an excellent alternative in general programs to present commercial programs.

7. That government financial assistance be made available for the expansion of educational facilities at all levels—federal, provincial and local school boards.

8. That control and content of educational television be under the control of provincial governments.

9. That the federal government require that all TV sets sold in Canada be capable of receiving both VHF and UHF bands.

10. That the federal government exercise some control, in consultation with the electronics industry, in regard to adaptors to convert VHF sets to receive UHF bands, and to consider the possibility of subsidizing to some extent the cost of conversion.

11. That the authority set up to regulate or produce educational television will maintain the same high quality as that attained by the School Broadcast and Youth Programming Branch of the CBC.

12. That private TV stations be required to carry national school telecasts in areas not served by the CBC at times mutually agreed upon with the Department of Education.

13. That in arrangements between the CBC and Departments of Education, where these arrangements may still exist, the CBC be responsible for production, and the Department responsible for content.

14. That plans for the extension of educational television in Canada be proceeded with at all possible speed.

Conclusion

The Canadian Home and School and Parent-Teacher Federation recognizes that the quality of a nation depends on the quality of education of its citizens. To keep Canada great our people must have available to them the very best education possible in schools and universities. Especially with the advent of television it is realized that much valuable learning comes from outside the classroom. Many pupils spend as many, or more, hours in front of the television set as in school. Our Federation is concerned about the nature of this learning as it is part of the development of the total personality and a determiner of future beliefs and future actions of the individual. Because education does not terminate with school learning, and because television is such a potent factor in education we trust that television will always contribute to the wholesome development of our youth, to the cultural growth of our nation, and to the unity of and pride in Canada.

STANDING COMMITTEE ON BROADCASTING, FILMS
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Asselin	Mr. Goyer,	Mr. Prittie,
(<i>Charlevoix</i>),	Mr. Jamieson,	Mr. Prud'homme,
Mr. Basford,	Mr. Johnston,	Mr. Régimbal,
Mr. Béchard,	Mr. MacDonald (<i>Prince</i>),	Mr. Reid,
Mr. Brand,	Mr. Mather,	Mr. Richard,
Mr. Cantelon,	Mr. Munro,	Mr. Sherman,
Mr. Cowan,	Mr. Nugent,	Mr. Simard—(24).
Mr. Fairweather,	Mr. Pelletier,	

M. Slack,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

TUESDAY, February 20, 1968.
(24)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 9.55 a.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Basford, Béchard, Cantelon, Goyer, Johnston, MacDonald (*Prince*), Pelletier, Prittie, Prud'homme, Reid, Stanbury—(11).

In attendance: From the Canadian Association of Broadcasters: Messrs. S. C. Ritchie, President; R. Crepault, Vice-President, Radio; J. R. Peters, Vice-President, Television; T. J. Allard, Executive Vice-President; J. Fenety, Director; Gordon F. Keible, Director; Fernand Girard, Executive Vice-President. *From the Inter-church Delegation:* Rev. Keith Woollard, Director of Broadcasting, United Church of Canada; Rev. Edmund J. Roche, Director of the National Education Office, Canadian Catholic Conference; Rev. Peter Meggs, Director, Division of Communications, Anglican Church of Canada; Mrs. Nancy MacNeill, Executive Producer (TV), Division of Communications, Anglican Church of Canada; Rev. Wilbur Howard, Communications Co-ordinator Ottawa Presbytery, United Church of Canada.

The Committee resumed consideration of the subject-matter of broadcasting and televising of Educational Programs.

Agreed,—That a copy of a letter from the Deputy Minister of Education of Prince Edward Island, dated February 12, 1968, be printed as an Appendix to the Minutes of Proceedings and Evidence of this day. (*See Appendix H*)

The Chairman referred to a letter received from The Canadian Broadcasting League, dated February 15, 1968, advising that they would not present a brief at this time, but may wish to appear at a future date.

The Chairman called Mr. Ritchie, who after introducing the members of his delegation, made an opening statement on behalf of The Canadian Association of Broadcasters concerning instructional broadcasting.

Agreed,—That the brief of The Canadian Association of Broadcasters be printed as an Appendix to the Minutes of Proceedings and Evidence of this day. (*See Appendix I*)

Mr. Ritchie was examined and supplied additional information, assisted by Messrs. Keible and Allard.

The examination of the witnesses being completed, the Chairman thanked them for their presentation and they were permitted to retire.

The Chairman called the Interchurch delegation and Rev. Woollard, after introducing his colleagues, made a statement presenting the highlights of their brief.

Agreed,—That the Interchurch brief be printed as an Appendix to the Minutes of Proceedings and Evidence of this day. (*See Appendix J*)

Rev. Woollard was questioned on the Interchurch brief, assisted by Rev. Roche, Mrs. MacNeill, Rev. Howard and Rev. Meggs.

The examination of the witnesses being concluded, the Chairman thanked them for their assistance to the Committee.

At 11.45 a.m., the Committee adjourned until 9.30 a.m. on Thursday, February 22.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, February 20, 1968.

• 0955

The Chairman: The meeting is called to order. Members have received copies of a letter from the Deputy Minister of Education of Prince Edward Island indicating that that province is in consultation with the Province of Nova Scotia in connection with educational broadcasting, and that Prince Edward Island itself will not be submitting a brief to this Committee.

Is it agreed that a copy of that letter be appended to the minutes of today's proceedings?

Some hon. Members: Agreed.

The Chairman: The Canadian Broadcasting League has written to the Clerk indicating that it does not wish to present a brief at present, but may wish to do so later in our hearings.

Our first witnesses this morning are from the Canadian Association of Broadcasters. I would like to ask the President, Mr. S. C. Ritchie, to introduce his colleagues and to make the presentation on behalf of the CAB.

Mr. S. C. Ritchie (President of the Canadian Association of Broadcasters): Thank you very much, Mr. Chairman and gentlemen. May I introduce Mr. R. Crepault, President of CJMS in Montreal and Vice-President of Radio of the Canadian Association of Broadcasters; Mr. R. Peters, President of CHAN Television in Vancouver and Vice-President, Television of the Canadian Association of Broadcasters; Mr. Jack Fenety, General Manager of Radio Fredericton, CFNB and Member of the Executive and of the Board of the Canadian Association of Broadcasters; Mr. Gordon Keible, Chairman of the CTV network and a member of the Board of Directors of the Canadian Association of Broadcasters; Mr. James Allard, Executive Vice-President of the Canadian Association of Broadcasters; Mr. Fernand Girard, Executive Vice-President Adjoint of Canadian Association of Broadcasters.

These gentlemen were kind enough to accompany me today; they did not feel that I should attend all by myself. It is wonderful to have their support, Mr. Chairman.

We are most appreciative of this opportunity for a brief opening statement on a matter of apparent great complexity and wide interest.

The more we study the matter the more complex it appears. We wonder if the total nature of the issue can correctly be described by any phrase such as "educational television" or "educational broadcasting". We find ourselves asking this question: should the assumption be made that only one specific delivery system is to be discussed when it seems that the issue before us is one of trying to expand access on an organized basis to information and knowledge by any one or more of a number of means?

Speaking for just a moment to the very limited topic of instructional broadcasting—and we emphasize that this now appears to be one very narrow beam of light in a broad spectrum—the private sector of broadcasting in Canada has had some wide experience, as indeed has the Canadian Broadcasting Corporation.

Our stations have carried a number of so-called school broadcasts and a wide variety of other related material. Some of this was deliberately designed to be instructional, or educational, or both. Some of it served toward that end though not consciously designed for it. Some of this material originated with the CBC, with advisory councils from universities, other schools, provincial instructional authorities. A great deal of it originated with stations.

To quite a degree and extent we have also been in a position to observe results achieved, attitudes of teachers and of students, both in and out of institutions, the handling of receiving equipment and its limitations.

All of this experience reinforces our belief that what should really be under discussion is not simply one particular method known

loosely as educational broadcasting, but the whole spectrum involved in expanding methods designed for the "systematic acquisition or improvement of knowledge".

As a result, we feel the only truly useful recommendation we can make at this time is that everyone involved needs considerably more information; that there is room for meetings of minds from a number of professions and industries; an urgent need for basic definitions, some indication of what we are really talking about, and above all, a need not to set up enormously expensive collections of hardware which might quickly turn out to be alike ill-designed for the purpose in mind and quickly obsolete.

As an example, we have discovered that when many people speak of "educational broadcasting" or "educational television", they really mean something else such as closed-circuit television or similar forms of technology. It does seem to us that the parameters of the problem seem to be essentially these: One, like practically everybody, the instructional world is confronted with a tremendous expansion in the number of people it must deal with. Two, it wonders therefore, and quite properly, whether all existing instructional techniques can be made to serve or modified to serve in this new atmosphere. Three, like everyone else in this world it finds the glitter of new technology fascinating. Four, like many in other areas, it has not always taken time to consider which aspects of the new technology will serve its purpose best.

It therefore seems that everyone is generally agreed upon purposes and objectives. The question is how to achieve these with maximum efficiency and, hopefully, at optimum cost. We are looking for a solution of the technological hardware—a choice of delivery systems.

It would be possible to proceed by way of erecting a number of broadcasting transmitters across the country to be programmed by provincial educational departments and various other bodies. That is one potential delivery system.

The first problem to be considered is expense. We now have in existence the television broadcasting stations of the Canadian Broadcasting Corporation and the private sector. Even so, 100 per cent coverage has not been achieved. On page 14 of DBS pamphlet

No. 56-204 we find these stations represent a property account before depreciation of \$270,616,697.

The latest figures available are for 1966 and they are probably totally exclusive of colour investment. It is unlikely that a nationwide network of instructional broadcasting stations could be constructed for less. Operating costs would depend upon a number of unpredictable imponderables. In 1966 DBS shows total operating expenses of 65 privately-owned television broadcasting stations as \$70,033,281. No comparable figure is given for the CBC but it may have been in the order of \$100 million.

In the United States the report of the Carnegie Commission on educational television, strongly in favour of some form of instructional broadcasting, estimated that the program cost would approximate between \$33,000 and \$45,000 an hour.

But would even a complete duplication of existing facilities provide anywhere near enough distribution for the number of classrooms that must exist in Canada? In the Toronto area alone there are 2,322 classrooms in grades I to VIII structure, and an additional 1,745 classrooms in the grades IX to XIII structure, each of these operating at different speeds and levels.

Nor does this take into account the needs of technological institutes, community colleges and universities located in that single area. Add to this the fact of public and separate school systems in most provinces and of instruction in two languages in many, and we are forced to doubt that there would ever be enough channels available to make possible any really useful contribution as long as we are talking in terms of broadcast transmission. In these same terms the second consideration is one of policy.

• 1005

Traditionally, federal and provincial governments in Canada, and indeed even most recognized parties whose function to date has been in opposition, have scrupulously striven to avoid direct government intervention in the transmission of program material. It is generally recognized that grave dangers would be created by such intervention. Transmitters designed specifically for primary programming by selected provincial agencies

could scarcely avoid a scuttling of this tradition, with all the dangers and difficulties that such a course of action implies.

The third point brings us squarely into the area of choice of hardware. These transmitters must be programmed by something. Nearly all of that programming will appear contained on video tape or film or like mechanical reproductions. These mechanical reproductions can of themselves be used on closed-circuit television, on telephone systems from projectors right in the classroom and by various other methods now known or soon anticipated. Use through these various techniques of the mechanical reproductions is infinitely more flexible than would be their use through a broadcast transmitter.

We cannot escape the feeling that moneys that might be expended on transmitting facilities which would not serve a useful purpose, can be much more usefully employed in the production of valuable material on mechanical reproduction which can then be used in a variety of different ways by a variety of different teachers and students when desired and as often as desired.

Nor do we think this problem can be, or should be, considered as if it were the only problem existing in our society. The population explosion generally, of which the population explosion in instructional institutions is but one facet, is creating a number of other problems. Solutions for these are bringing about new technology, new techniques, new habits that will have a direct bearing on instructional techniques and institutions.

A growing number of minds is concerned with the difficulty, perhaps even inefficiency, of moving vast numbers of people from their homes to central points during one part of the day and back again at another.

These possibilities are touched upon on pages 28 and 29 of the excellent report entitled "Background of Educational Broadcasting" prepared by Mr. Pierre Juneau, Vice-Chairman of the Board of Broadcast Governors. At that point he reports:

At several religious universities in the American mid-west lecture and reference material are increasingly stored on tape. Each student has access to a carrel or electronic study corner where he may dial a lecture, a demonstration, background material or reference works to appear on his miniature TV screen and earphones. The success of the dial access

carrels in these smaller universities is prompting further attention from the larger institutions and as more and more of the universities' information resources appear in machine-readable form the carrel is starting to replace the classroom as the basic unit of study. Once the dial access system is perfected and supported by a wide assortment of taped material, then the question is posed "Why set the carrel in the college?" and in fact a number of new campuses in America are placing the carrel in the dormitory connected to the electronic library by cable. Soon it is predicted the carrel might even be in the home with the student visiting the campus from time to time for seminars and meetings with his academic counsellors.

Material stored on film, videotape or on other mechanical reproductions can flexibly and effectively be used in classrooms, by students in dormitories, probably soon in their homes. Mechanical reproductions can be used by adults while travelling in their cars, on trains and planes and at other times selected for optimum use of an adult's time and opportunities.

In general it seems to us that additional funds to be expended in the instructional and related fields can most effectively be deployed in the production and storage of useful material. The mechanical reproductions can then be used at will in flexible fashion whenever, wherever and as often as desired.

We feel it would be a pity if funds were diverted, from fields so obviously useful, to the construction and staffing of transmitters, the use of which may well be obsolete within a few years, and which cannot possibly permit the use of as much material under as favourable circumstances.

Even if we discuss only the question of delivery by means of Hertzian waves, there is room for much more study.

• 1010

For instructional television of any kind, use of VHF and UHF channels has serious limitations. Not the least of these is the one-channel limitation and others include the lack of talk-back or question and answer facilities.

Therefore, we recommend that careful study be given to the use of the microwave

bands utilizing uni-directional and omni-directional multi-channel dissemination as required.

In many ways, the 2,500 megacycle band is ideal for this purpose, particularly when omni-directional multi-channel techniques are employed. However, study could be given to the use of the 6,000, 7,000 and 8,000 megacycle bands.

The way any of these bands would be employed in practice depends upon the specifications laid down by the appropriate authority, in this case the Department of Transport.

Depending upon these specifications, stations in these bands could simultaneously transmit anywhere from four to twenty television programs. Presumably each school or institution would have a directional antenna oriented to the transmitter site.

This would enable simultaneous broadcast of material designed specifically for grade schools, specifically for high schools, specifically for other institutions as required.

Thus, the instructional broadcasts would have much greater impact, flexibility and value. Broadcasts of different nature could be directed to classes of the same grade value but which for one reason or another have progressed at different rates.

If necessary, receivers could be made selective so that grade schools could receive only grade school programming, high schools only high school programming, and so on. It may, in certain instances, not be desirable for certain highly advanced programs, designed specifically for universities or high schools to be received by the primary school system.

The best technological advice we have available indicates that it would be a relatively simple matter for schools to have a talk-back facility by using subcarriers within the band. This feature is enormously useful for question and answer, a feature which would vastly increase the value of the system. Such an arrangement is impossible with the VHF or UHF bands.

An arrangement very similar to that we are suggesting already exists in Brooklyn, Detroit, Los Angeles, Miami and New York. A brief report of how it works appeared in a technical magazine known as "Electronic Age" for Summer 1966.

A somewhat more detailed and technical explanation appeared in "Broadcast Engineer-

ing" of September 1966. This was prepared by Mr. John F. X. Brown, Jr., member of Brown Associates, Telecommunications Consultants of Birmingham, Michigan.

Existing systems are primarily designed for use at this point in time of instructional institutions. However, they can be extended for home broadcast use and "adult" education.

But a much wider range of delivery means requires study—computers; new overhead projection techniques; the language laboratory; portable tape recorders; programmed instruction machines; closed circuit connections; cable connections; the telephone.

Might we suggest that this Committee could serve an exceptionally useful purpose if it were to study every aspect of this potential technology. Demonstrations of it could unquestionably be arranged through manufacturers or distributors. It would, of course, be preferable if the Committee, or some part of it, could visit universities and other institutions now using such techniques and see them in operation, coupled with visits to the production lines and laboratories of designers and manufacturers.

However, it still seems to us that the most important single factor in this entire issue is the material itself. It is in this area we think that the very large sums of additional money that will unquestionably be required ought to be deployed. Let us expend our funds in getting the best possible professors and instructors, bringing them together with the various technical and production skills, to get the best possible material on the mechanical reproductions. These could then be stored indefinitely and could be used in an infinite variety of ways in highly flexible fashion, at any time, in any place, through any one or more of a number of delivery systems.

The Chairman: Thank you, Mr. Ritchie.

Should we include in our minutes the brief you previously submitted, in addition to the statement you have just made?

Mr. Ritchie: It would be appreciated, sir.

The Chairman: I think all members have received a copy of the submission dated February, 1968.

Is it agreed that it be appended to the minutes of today's proceedings?

Some hon. Members: Agreed.

Mr. Reid: I was interested, Mr. Ritchie, in your distinction between instructional educational television and what one might call enrichment programming. Would you agree that these are two separate items?

Mr. Ritchie: Yes.

Mr. Reid: It has been suggested by a number of organizations that the pressing need in Canada is for more enrichment programs, or for what might be called, as in the Carnegie report in the United States, for example, public television. There seems to be some confusion among these people between instructional television and the adult education type. Do the CBC and the private television stations at the present time provide the necessary amount of this type of enrichment programming in Canada?

Mr. Ritchie: The answer to your question depends on your determination, or mine, or that of any one of these ladies or gentlemen here, of what is necessary—and I say that as a representative of CAB, not personally.

We in the broadcasting business at the present time, with the talents and funds available to us, believe that we, in conjunction with the CBC, are making a tremendous contribution in this area.

Mr. Chairman, perhaps I might ask Mr. Keible, the Chairman of the CTV network, if he has anything to add relative to this particular question.

Mr. Keible (Chairman, CTV Network): Thank you, Mr. Chairman. Essentially, Mr. Reid, Mr. Ritchie's answer is the only one that can be given in these circumstances.

It is a matter of judgment, of course. We at CTV, feel that in combination with the resources of the corporation a very reasonable amount of the kind of programming which I would define as enrichment—and there again is our difficulty—is being supplied to the Canadian public.

Actually, the Canadian public is perhaps better served in its television than is the population of many other nations because of the existence of the unique resource which Canada has in the Canadian Broadcasting Corporation.

The Chairman: It is refreshing to hear a representative of the Canadian Association of Broadcasters praise the CBC. We have progressed.

Mr. Keible: I know, sir. Thank you very much.

Mr. Reid: That answers one question I had. My second point is this: If in our judgment, as a people, we were to say that we should have more of this type of enrichment programming would it be possible, say, to buy time on the CTV network for it? For example, if there were set up some form of public organization designed to produce this type of programming would they have the same access to the CTV network as has any other advertiser? I mean by that an organization set up to produce this type of programming but not having the facilities to broadcast it?

Mr. Ritchie: Mr. Chairman, I think Mr. Reid is asking this question of Mr. Keible. I will have to ask him to answer. I cannot speak for the CTV network.

Mr. Reid: Or the private stations; it could probably be done through the private stations to look after the variations in viewing habits.

Mr. Ritchie: I would think, Mr. Chairman now, that the private stations are included, that we are on safe ground and consideration would certainly be given in relation to the needs of other advertisers and the needs of a specific market, as interpreted by the broadcaster. It is our opinion that the broadcaster in his own community is as aware—if not more aware—of the needs of his community than any other person. By the very nature of his business he is constantly in touch. There is a flow of information to and from the broadcaster that, in our opinion, cannot be matched in any other way in the community. It is as immediate as now. If the broadcaster does not give the community what it wants they let him know rather quickly by all the presently known means of communications. So, my answer to your direct question is "Yes", tempered by a decision made locally by the community broadcaster.

Mr. Reid: That is fair enough. I am also interested in the question of balance in broadcasting, and I interpret this concept of balance as being what is between the private stations and the CBC. In other words, it is the total programming concept which is offered to the viewer in a particular area rather than what any particular station may broadcast. In your judgment would you say that this type of enrichment programming, which some peo-

ple see as the number one need, is being properly served in combination with the private stations and the publicly-owned stations? I am thinking in terms of enrichment programs such as the current CBC series on Parliament, for example, and the program on Henry V which I think the CTV network presented last year.

Mr. Ritchie: I would have to answer yes to that, qualified again by those situations that are created by the geography of Canada and, as we stated here, even with the tremendous investment that we have in transmission equipment, Canada still is not 100 per cent served. We are striving all the time to improve this, but we still have a way to go with the facilities that are presently known to us, and within these limitations I have to say, "Yes, we believe that with the talent and technology available to us at the present time Canada and Canadians are being adequately served with the enrichment type program". But by whose definition of "adequately", yours or mine?

Mr. Reid: To refer to the subject of educational or instructional television, the position you took in your brief is that it is not necessary to have channels allocated for this purpose?

Mr. Ritchie: Correct.

Mr. Reid: The reasons you give are simply that it is a question of distribution through closed circuits, through projectors and other means, and it is not necessary to throw the money into an elaborate distributional organization which utilizes very scarce channels.

Mr. Ritchie: Correct.

Mr. Reid: Do you see any technical developments within, say, the next five to ten years which would permit a more sophisticated distribution of this material in the form of tapes and film? For example, if you were to develop some kind of video recorders which would permit the use of, let us say, the CTV and the CBC network facilities to broadcast between the hours of 3 o'clock and 6 o'clock in the morning into these recorders which could then be utilized by the teacher at his or her option.

• 1025

Mr. Ritchie: This can now be done. We do not have to wait five or ten years for new technology to do this sort of thing. In fact,

the network facilities of the Canadian Broadcasting Corporation are presently being used for the distribution to private stations of educational programming from the production studios of the Department of Education of the Province of Ontario. These tapes are being released by the private stations in the school broadcast series, but there is nothing to prevent the schools from setting up the necessary equipment to tape and use this material internally. This is a matter of investing the necessary number of dollars, but no new technology is required for what you are suggesting.

Mr. Reid: Would it be cheaper to do it this way than if the federal government were to build these rather elaborate facilities?

Mr. Ritchie: It would be cheaper and, in our opinion, much more efficient because then the schools, which are the ultimate unit to use it, can use it most effectively within their own curriculum and according to the abilities of their students to absorb it. The television picture cannot possibly feel the reception of the children to whatever the lesson may be. Only the live human teacher can do that, and by the method we are suggesting the teacher can make maximum use of the material at the speed which his or her students can absorb it.

Mr. Reid: You do not believe, as some people who are engaged in education do, that this type of hardware is the answer to all their problems?

Mr. Ritchie: The transmitter hardware, et cetera?

Mr. Reid: Yes.

Mr. Ritchie: No, sir, we do not believe that.

Mr. Reid: Do you know of any research that is being done on the impact of educational TV on the learning process of children?

Mr. Ritchie: I do not know of any specific research being done at the moment. I am aware that research is being done constantly. May I ask our Executive Vice-President if he is aware at the moment of any specific research which is being done in this area?

Mr. T. J. Allard (Executive Vice-President, Canadian Association of Broadcasters): The answer, Mr. Chairman, is, "No, sir, we do not". There are continuing studies being made but the whole process is too new for any really definitive answers to be given.

Mr. Reid: The Carnegie Report stated that their only positive recommendation on educational television was that there should be some research done into it so that we will know what we are getting into and, consequently, they spent most of their time and recommendations on public television and not educational TV.

Mr. Allard: As a matter of fact, I am glad, Mr. Chairman, that that very important distinction is being drawn because I think this is another area of confusion. The Carnegie Report dealt largely with what they quite properly call "public television", which again is something different from what we refer to in this country as "educational television". I know there was some research done in the Scottish schools, and as a result they changed their techniques and got into the 2500 megahertz band rather than direct transmission through the V or U channels.

Mr. Reid: Yes, that distinction is rather important. It is usually overlooked. The majority of briefs presented to us tended to lump together instructional television and what I prefer to call "enrichment" or "adult education" TV, and I think this is a distinction which we are going to have to insist on most rigidly in this Committee.

That is all, Mr. Chairman.

Mr. Ritchie: I hope, Mr. Chairman, that our presentation has made that distinction quite clearly, because as broadcasters we are quite aware of it and we are very sincere in our efforts to make the distinction clear to anyone involved who may wish to discuss it with us.

The Chairman: I think you have certainly made that clear. It was a very hard-headed presentation. Most associations or bodies concerned with education very often are caught up more in a desire to improve our educational process than in the concern about just what is involved in the use of our resources. I think this brings many of us down to earth. It gives us a great deal to think about, which other briefs have not.

Are there any further questions of Mr. Ritchie before we move on to the other witnesses?

• 1030

Mr. Basford: I have only a few questions because Mr. Reid covered the area I wanted to discuss.

I would like to ask you, sir, about the proposals for an all-channel bill, which just came to the surface in our discussion here—it need not relate to educational television at all—and that all sets be required to be VHF and UHF receivers?

Mr. Ritchie: I noted in the presentation by the Secretary of State she pointed out that the present legislation gives authority to the Governor in Council to issue a directive to manufacturers, that if it is the wish of whatever committee recommends it, manufacturers do produce sets that are equipped for VHF and UHF reception. This has been the practice now in the United States for a couple of years. I do not think there has been any answer as to how effective it is. The sets are being produced with all channels available. I really cannot tell you if the CAB has any specific stand on this. I think it is entirely the business of the manufacturers whether they will produce them in that way. I doubt very much that we would have a strong stand on it. I think the manufacturers will do it themselves without any directive. They are beginning to now.

Mr. Basford: Yes; I just wanted your view on that. We have had proposals put to us that the private stations be required to carry the national school telecast in areas not served by the CBC. I was wondering how many requests you get from educational authorities to carry these telecasts in areas not served by the CBC.

Mr. Ritchie: In areas not served by the CBC-owned and operated stations, the CBC has TV affiliates, and a part of the option time that they must agree to release to the CBC is for the purpose of releasing the national school telecast programs produced by the CBC. Are these the programs that we are discussing?

Mr. Basford: Yes, I take it that this is what is referred to.

Mr. Ritchie: In connection with the national school telecasts, this is happening now. I do not think there is any area in Canada served by television that does not have these programs available. As to requests for releasing them, I do not think it has ever been necessary for requests to be made. It is a part of the option time occupied by CBC programming on their affiliates. I happen to operate a

television station that is a CBC television affiliate. The requests that we receive in reference to national school telecasts are not, "will you carry them", but "are you carrying them at the time that the network proposes to release them; or are you going to delay them to a time when it is easier for us to view them?" This is the type of request that we are getting. Whether this is usual to all affiliates, I do not know.

Mr. Allard: Mr. Chairman, if I may, the implication of this question illustrates some of the complexities of the area that we are discussing. Recently I had discussions with one large radio broadcasting station located here in Ontario, which for some years had been carrying CBC school broadcasts. In 1966 they undertook a survey in the local schools and found that nearly three quarters of the sets were unserviceable and had in fact been out of service for nearly a year in those schools, so that at the receiving end nothing was happening. Of course, it is extremely important that if a broadcast is transmitted it be received; and this, I think, indicates the complexity of some of the problems involved.

• 1035

[Translation]

Mr. Pelletier: Just one question, Mr. Chairman, concerning some technical aspects of the situation. Did the people appearing before us this morning give any attention to the cost—I do not know what term to use—the cost of the film libraries, recording libraries—I do not know how to make a word out of "videotape" with "thèque" (library) at the end of it. I know certain calculations have been made which prove that the continuous changing of programs, the educational material which is recorded on videotape, or any of the other processes now in use accumulated in a library would involve costs comparable to those of live broadcasting on special channels. I wonder if the witnesses this morning considered the economic aspect of this question.

To sum up my question and make it more clear, would the stockpiling of material, on account of the rapid changes and the cost of recording at the present time, cost as much as, if not more than, live broadcasting?

[English]

Mr. Ritchie: Mr. Chairman, if I understand the question correctly, Mr. Pelletier wishes to know if we have investigated the relative cost of live transmitting facilities versus the cost

of stock-piling standard audio-visual programs to be used repeatedly time after time.

Mr. Pelletier: Stockpiling and revising. I raised that point, too.

Mr. Ritchie: That was the next step. Yes, we have given some considerable thought to this question, Mr. Chairman, and the method that we suggest for production can be confined in each of the provinces, or educational centres, to one major production source to which all the talent necessary for the production of these programs may come. There is much in the instructional broadcasting that does not change too greatly. There are standard procedures, for instance, that are good for the lifetime of a grade school student from grade one to eight—much of it. What percentage I do not know, but then there is that portion which must be revised year after year. With one production source, one large production centre for the purpose of constant updating and revising, we feel that the cost of such a single production centre would be considerably less than the cost of constructing live centres helter-skelter across the country, the maintenance of the live centres and the necessity of renewing the equipment in these centres, because it has been our experience that the minute you buy a piece of equipment and get it installed, it is obsolete; you are already planning the replacement for that piece of equipment. We feel that the updating of hardware is much more expensive than the updating of the material that would necessarily be used within the school system. To prove what we believe would take, I am sure, considerably more research than we have done, but we are merely using the experience that we have had as broadcasters over the past 15 years, particularly in television, to back up this particular theory. The tapes and films would have to be produced anyway for use on the transmitting facilities.

[Translation]

Mr. Goyer: A supplementary question. Would it not be your role to give facts, estimates which are more concrete than—these estimates are more of a crystal ball variety, but should we not have a serious study which could at least offer concrete perspective so that we might have a more enlightened idea of the situation?

[English]

Mr. Ritchie: Mr. Chairman, may I ask if this question is in relation to the costs that we were just discussing?

Mr. Chairman, I really do not feel that it is within the office of the CAB to conduct this research. We have presented opinions here that are the result of our experience in television broadcasting particularly over the past 15 years. They are merely opinions. If these opinions result in further research, then we will feel we have fulfilled our obligation to this Committee.

[Translation]

Mr. Goyer: Would this mean that if the government proceeds with its own research and comes to some figures you will accept in advance the implications of these figures? Does this mean that if you have not yet even begun any draft work along these lines, you are prepared to demolish the work that the government might do?

[English]

Mr. Ritchie: I am quite sure I speak for all the broadcasters who are here when I say we would not necessarily accept holus-bolus any government figures. We reserve the right to question them and hope our opinion will again be sought if such definitive research is conducted by the government. Mr. Chairman, if this Committee feels that the CAB should accept some responsibility in this area and do a little more definitive research—I am not authorized to give you a yes or no answer at the present stage—certainly I can assure you such a request would be considered by the CAB board. I believe in this respect Mr. Keible again has something to add.

Mr. Keible: If I may, Mr. Chairman. While the Association has not done any specific research into costs. I think the testimony which has already been presented to this Committee supplies the foundation on which we have reached the conclusion it is less expensive to provide recordings of programming directly to the source which needs them than to do so by means of broadcasting.

May I bring to your attention the fourth problem Mr. Juneau enunciated, which was the matter of scheduling; that the use of a broadcast channel will introduce an undesirable element of rigidity into the curriculum. In other words, that a class in Grade VI math must be there at 11 o'clock when the program

goes on or it is a lost cause. A suggestion to overcome the scheduling problem was given in testimony before you on February 8 to the effect that in those circumstances the school could then make a recording. In other words, delay the broadcast for the benefit of the class that missed it. We suggest, gentlemen, it is probably less expensive to make a duplicate of the original recording and send it to the station by some other physical means than it is to make the recording, transmit it through an obviously very costly system and add to that the cost of recording gear in each individual school in order to accomplish the same end. This is really the foundation of our suggestion that it is less costly or it should be certainly less costly to distribute the recordings, the physical pieces of tape and film, than it would be to go through the recording process at both ends of the transmission system.

Mr. Reid: I have a supplementary question, Mr. Chairman, if I may. May I ask Mr. Ritchie if the appropriate institutions to do this research would be the new Canadian television radio commission, the new national transportation commission or the various departments of education, or perhaps even the Department of Transport of the federal government? If we are going to go into this subject we had better have a clear idea what agency we want to do the work.

• 1045

Mr. Ritchie: Mr. Chairman, at the present time I believe we would suggest the proper agency to conduct this research would be the new regulatory authority, whatever it is called.

The Chairman: Mr. Ritchie, you are aware there is a ravenous demand for channels by various educational authorities, particularly in one or two provinces. It has been pointed out that the use of open channels may not be the most economical method for delivery of educational materials. In fact, from what Mr. Keible has just said, it sounds to me as if the provinces that decided to go all out for this method of delivering educational material to their schools may have chosen the most expensive possible way of delivering those materials. You suggested the materials might be bicycled to the schools, if you like, delivered manually to the schools. I think another alternative was suggested by Mr. Reid, to broadcast these materials during off-hours so

they could be received and taped—just as it is suggested they would be taped if they were broadcast during regular broadcasting hours—to give the schools flexibility in presenting the material.

Has any province requested through members of your association the use of your channels during off-hours for delivery of materials to schools for recording and use at convenient times?

Mr. Ritchie: Mr. Chairman, to my knowledge no specific request has gone to an individual station for the use of off-hour transmission for the purpose of specifically feeding a school so that it may tape a show. The Province of Ontario is presently using off-hour network facilities of the CBC for distribution from Toronto to individual stations. The stations then take the programs and release them over the station transmitter. This is usually done at a time agreed upon between the station and the local Department of Education. I have had personal experience with this because my station is one of those using this method of distributing programs produced by the Province of Ontario in their studio in Toronto. Even with this flexibility the rigidity of time that can be made available, not just from our station but by any single transmitter, makes it impossible for the program to be used by all the students for whom it is intended.

The Chairman: Within your broadcast area the same rigidity applies. To your knowledge has any provincial government attempted through your facilities to use the existing available channels to distribute material directly to schools for taping and use in the schools at their convenience?

Mr. Ritchie: Not to my knowledge. May I refer this question to any one of the gentlemen here and ask if they have any knowledge of this?

• 1050

Mr. Keible: I might volunteer the comment, Mr. Chairman, that if it were the intention of the provincial educational authorities to deliver programming directly to schools for pre-recording and later release, they would have no need to use a television station at any stage of the game. The microwave facility, which is the property of the telephone companies—not of the CBC or ours, we merely lease it—would simply be connected directly

to the school without spending any time going through the transmission process at any station.

The Chairman: This is another method of distribution, but they have not taken advantage of the possibility of using your channels during off-hours for distribution?

Mr. Keible: I have no knowledge of any such situation.

The Chairman: As far as you know they have not taken advantage of the microwave facilities to do the same thing?

Mr. Keible: Only Bell Telephone could really answer that. In the event that the hours required or requested conflicted in any way with either the CBC's contract or ours, of course we would be advised of it, and I have received no such advice.

The Chairman: There is something about open-air channels that has great sex appeal for people, and no matter that it is not efficient, economical or sensible to use them, everybody but everybody wants them.

Mr. Ritchie: Mr. Chairman, it is wonderful to be in a business that is so attractive to so many people. We accept your remarks as a compliment. Thank you very much.

The Chairman: I think your brief has been very sensible, and I hope other bodies that appear before us will have as much perspective when they look at the type of resources we are talking about.

Mr. Basford: Just to get down to specifics, Mr. Chairman, there is one authority, the Metropolitan Edmonton Educational Television Association, which is eager to have a licence, and they have made an application unrelated to the legislative proposals before the Committee or unrelated to what the Secretary of State said the other day. I am not sure whether the CAB made representations before the BBG in connection with that or not, but I was wondering what your attitude is toward that application? Here is a group that believes they can put an educational television station together, and presumably they can finance it. May I put this thought in your mind for discussion purposes. Would it perhaps be valuable to issue a licence in an area where there are a number of channels available to see what in fact does happen? We

are asking for research in this matter and this would be the most effective kind of research.

Mr. Ritchie: To answer the first part of the question, Mr. Chairman, our beliefs in this respect are well-known to the BCG and they are outlined in the formal brief filed with this Committee. At no time does the CAB file an objection to any application; that is not our office. Many of our member stations do, if such an application affects the community in which they are situated and which they serve. If material that the CBC may have on hand would be valuable to a member station in filing objection, then that material of course is theirs to use. However, I do not believe the CAB as such could file an objection to this. We can merely make our opinion known, as we have in this brief.

You asked a question about whether we believe the granting of such a licence would be useful research and would serve any purpose. I do not think I am competent to answer that question at the present time. I hope, Mr. Chairman, I would not be expected to answer in such a hurry. I would want to give considerable thought to it before coming up with an answer.

Would any of the gentlemen present care to comment on that? The question is: Would it be useful research to licence such a station and find out just what would happen?

The Chairman: I suppose if such an application were to come before the regulatory authority some of you might have submissions to make at that time.

Mr. Ritchie: I think some of the Edmonton broadcasters would, but the CAB could not; our constitution does not permit it.

• 1055

Mr. Basford: I have one further question with respect to this question of VHF and UHF. As you know, the government said that educational television should be restricted to UHF. This is the present policy.

An hon. Member: Not quite. It was not that clear.

Mr. Basford: All right, let us assume that is the policy. Many of the educational authorities challenge that position and say VHF should also be allowed for educational television. I would like your comment on that. As far as I can determine it is immaterial in my own province because there are no VHF

channels available. However, it is said there are VHF channels available in other parts of the country and I would like your comment on the policy and on whether it should be changed and recognize, of course, that you do not think there should be broadcasting facilities for educational television in any event, but if there were, which frequency should we use?

Mr. Ritchie: Mr. Chairman, my fire has just been stolen. If the day were to come when the government decided there will be educational channels, or channels made available to educational institutions for instructional television, it is our belief this would best be served by utilizing the UHF band. The VHF band for this purpose is very restrictive. For instance, the educational authorities may feel that a VHF band would serve one area well, but the Department of Transport might have great difficulty in relation to the international treaty that affects coverage in North America in clearing an efficient VHF channel. That is only one aspect of it. The UHF channel is more restrictive in the coverage area, but, more of them are available. Also, I believe that Canada's geography dictates, if that day comes, that UHF would be more efficient than VHF.

We say that with reluctance, because our opinion is as expressed in this brief that there should be no use of free channels.

Mr. Basford: I appreciate that.

Mr. Ritchie: Internal distribution is by far the more satisfactory method.

The Chairman: Thank you very much, Mr. Ritchie and gentlemen. I am sure if we are still here that we will see you soon again.

Mr. Ritchie: Thank you, Mr. Chairman.

Mr. Basford: I think those of us who stayed here this morning to listen rather than being out campaigning, as some of the members obviously are, should expect some help from the CAB.

The Chairman: The members who are here this morning are more concerned with public business than with politics.

Mr. Ritchie: With those kind words, Mr. Chairman, we thank you and will take our leave. We appreciate having had this opportunity.

• 1100

The Chairman: Our next witnesses are from the interchurch group representing the Anglican, Roman Catholic and United Churches of Canada.

The presentation will be made by the Reverend Keith Woollard, Director of Broadcasting for the United Church of Canada. Perhaps he would introduce his colleagues.

Reverend Keith Woollard (Director of Broadcasting, United Church of Canada): Thank you, Mr. Chairman. The persons associated in the presentation of this brief, and who endorsed it, as indicated at the head of it, are Father Edmund J. Roche, Director of the National Education Office, Canadian Catholic Conference; Reverend Peter Meggs, Director, Division of Communications, Anglican Church of Canada; Mrs. Nancy MacNeill, Executive Producer for Television, Division of Communications, Anglican Church of Canada; and, replacing Dr. Frank Fidler, who was unavoidably detained, Reverend Wilbur Howard, Communications Co-ordinator for the Ottawa Presbytery, United Church of Canada. He was particularly invited as the replacement because he was formerly the Associate Editor of Curriculum Materials for the United Church of Canada.

Because you have received the brief the Chairman has suggested that I simply summarize it.

We are grateful to have this opportunity of presenting our views on educational broadcasting, and you will have noticed that we are emphasizing both television and radio.

It will be easily usually understood that our churches are vitally interested in moral values. We wish to make it clear that our concern is with the whole spectrum of educational broadcasting, and we present this brief as an expression of Christian concern for the development of whole persons in Canada.

We recognize, of course, on page 2, section IV, the contributions to educational broadcasting which have been made, and continue to be made, by the Canadian Broadcasting Corporation and the private stations, but we would like to set down what educational radio and television involve in our terms.

Perhaps I should explain to the members of the Committee that this document was drafted prior to our receiving the working document and the statement which were presented

by the Secretary of State, but having reviewed those documents we would continue, of course, to present the views represented here:

(1), sound educational objectives and identifiable goals, which will determine the choice of subject, method, content and audience;

(2) it would involve the use of effective radio and television techniques, so that such programs have an entertainment value which will further the educational or instructional aim;

(3), programs presented at times convenient for the specific audiences;

(4), a variety of program lengths, sequence of programs and schedule, consistent with the particular educational objectives.

We would like to emphasize the fifth one, because it has not seemed to have received much attention in the discussion thus far, as it has been reported in the press:

(5) Adequate development and promotion within local areas, which will necessitate staff in the community whose responsibility would be to work with community organizations in determining needs and concerns, and to provide assistance to specific audiences in making effective use of the programs.

• 1105

The November town talk conducted in the Lakehead, in which all of the media and a wide range of community organizations were involved, is an excellent illustration of what we mean in point 5.

(6), a strong and effective program of feedback, research and evaluation of the educational goals and of particular programs or series, at both the local and regional levels, as well as in relation to fundamental research into educational broadcasting.

Section V. The churches are committed to the principle that educational opportunities should be available for all persons throughout life. Educational broadcasting must therefore be geared to the various needs of the whole population, and be available to the whole.

Again I interpolate that some of the discussion we have heard appears to put a great deal of emphasis upon instructional broadcasting, as does the interpretation in the working document presented to the Committee. It appears to put a great deal of emphasis on what is to be available to groups who are gathered for instruction and not a great deal

of emphasis on those who will wish to receive materials in a home situation in their individual interest, or in their family interest.

It follows from this point of view, first, that continuing education and therefore educational broadcasting must not be limited to instructional television but must also include general cultural and informational programming for all age levels; second, that the audience for educational television is extremely varied.

We illustrate this by referring to students, young persons, or adults wishing to retrain or develop higher skills; those who are house-bound and shut-in; and those who simply want to broaden and deepen their own general knowledge, their appreciation and their capacity for personal growth, without wanting to be involved perhaps in registering for a course, or in getting a credit, or in taking an examination.

We point out that the needs of the audience will vary from time to time and in different localities, and again seek to emphasize this matter of variety in the community where community interests, local issues and regional needs could provide the source for effective educational programming.

In section VI the churches oppose a concept of educational television which is limited to:

- (1) narrowly defined student instruction;
- (2) a function solely of departments of education, without guaranteed access by legitimate community concerns; and
- (3) limited access by the listener/viewer to educational programs.

Then we make our recommendations:

(1) that a broad view of the purpose of an audience for educational broadcasting be the guiding factors in preparing legislation, emphasizing the citizen (or family) at home, his educational needs and desires, and his convenience;

(2) that the definition of educational broadcasting include general cultural and informational programming as well as instructional material;

(3) that community needs and interests be strongly represented in the provincial administrative organizations for educational television, to include (as well as departments of education, local boards, colleges and universities) voluntary agencies and community bodies with a legitimate concern for adult education;

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(4) that all unused VHF channels be reserved immediately for the development of educational television, for a period of at least five years;

(5) that because the UHF band is the only new service band available in many Canadian communities the UHF band be made accessible to all viewers (for both educational and other purposes) by immediate legislation requiring that all new television sets sold in Canada be capable of reception on both UHF and VHF channels; and that consideration be given to converting present sets at public expense, and to a temporary reduction in the federal tax on UHF sets.

• 1110

Mr. Chairman, as there may be questions, the other members on the team who have various specializations would also welcome the opportunity to respond.

The Chairman: Thank you. Before proceeding with questioning, could I have agreement that the brief in full be appended to the Minutes of today's Proceedings?

Some hon. Members: Agreed.

Mr. Prittie: I would just like to ask some questions for further amplification because two points have been made quite clearly.

You made it very clear you think the adult educational aspect in educational television is quite apart from in-school broadcasting. Some people who have appeared before the Committee have worried a little bit about this. They have said that public affairs broadcasting is already being carried on by the CBC and to a limited extent by the private stations as well, and in effect you would get a second CBC out of this if you had educational television broadcasting of the type you suggest. Do you feel this is justified in order to deal with more specialized minorities than are presently being catered to by general public affairs broadcasting? Is this the point, more specialized groups?

Rev. Keith Woollard: Others in the group may wish to reply, but may I say I think our basic feeling is that the present channels, both CBC and private, while they do a commendable amount of public affairs broadcasting and, let us call it, adult educational broadcasting, they are somewhat limited in the amount they do. There is also considerable limitation on when they can offer it to

the public. It would appear a good deal of this is offered to the public at a time when they are not able to view it. If educational television and radio facilities are available, it would seem easier to program this material at a time when the persons who really want to watch or listen to it are available to do so.

Mr. Prittie: Just to pursue that subject for a moment, would you agree with the general proposition that even in non-commercial broadcasting, which the CBC now does, they have to be somewhat concerned about audience size? But you see this as something appealing to fairly small groups; a specialized audience?

Rev. Keith Woollard: Yes. I think, as presently designed, even the CBC has to be somewhat cautious about putting on programs which will be, let us say, audience losers. If you are attempting to service minorities of various kinds in the community you simply may not be able to do so. I do not think many of these minorities are currently being serviced through existing facilities.

Mr. Prittie: Do you see this type of television doing what CBC radio and private FM stations are in fact doing. Very frequently they cater to specialized audiences.

Rev. Keith Woollard: Perhaps Father Roche could add to my comments?

Rev. Edmund J. Roche (Director of the National Education Office, Canadian Catholic Conference, Ottawa): If you do not mind, I would like to go back to a few matters that have already been mentioned. First of all, I do not place a great deal of importance on radio and TV transmission as either an economically feasible or an educationally effective means of instruction. I concur with many of the remarks made in this room this morning about cheaper and perhaps more effective ways of getting lessons into the classroom. As I look at this, it is an opportunity to really develop some equalization of opportunity in Canada for the people of Canada, and because equalization of opportunity is one of the principal services that the federal government can offer, then by providing these facilities it can offer opportunity without infringing on provincial jurisdictions.

It is true that a great deal is being done both by private radio and television stations, and particularly by the CBC. But as instructional and educational programs these are

pretty broad, and in a sense they are only tangentially educational, whereas in reality the great educational needs in Canada are basically local. For example we can illustrate this in a few ways. I think of the experience of the Antigonish movement, which I have not been associated with at all, but which I have only admired as an outsider. The community development that has taken place over the past 30 years in that area has been aided a great deal by a small local radio station and in latter days by a local television station which, incidentally, recently has changed in status because of economic difficulties.

For example, there is the crisis which is occurring in the Sydney area because of the Dosco problems, and so on, and there is a need for a complete reorganization of social thinking in that area. I think if these people had the facilities—the hardware, as it were—called—they could provide from their own numbers the people who would lead them to a reorientation of their social thinking and educational needs. Perhaps their educational needs are associated with the change in the arrangement of the population, the change of interests, and the retraining of people who have spent their lives in one particular area of industry.

I am primarily concerned with the education of Canadian people rather than with the instruction of children who are in schools. This is one of the real services I think a new agency can provide for Canada, an equalization of educational opportunity without infringement of provincial jurisdiction. The people we require to do this educating are more important than the facilities, so that we need training for television teachers more than we do stockpiles of educational television materials.

Our communities can provide their own leadership if their teachers have an opportunity to use the facilities that could be made available to them. This would be a much more effective way of educating people in the various areas of Canada than by the distribution of films and tapes, which is difficult to arrange. Even the time zone creates a major problem. However, we should allow the facilities to be made available, and we hope that over a short period of time the local communities and the educational systems in the provinces will provide the people to adequately use it. I might say that I speak with some experience in this respect because over

the past year, as one way of updating the total school programs, I taught new mathematics on television for the Prince Edward Island Teachers' Federation at considerable expense to them. We had lessons on Saturday evenings at 5 o'clock for some 1,100 teachers and, incidentally, for many parents who were confused by the introduction of these new methods in the schools.

Mr. Prittie: Did you clarify it for the parents?

Rev. Edmund J. Roche: There was a rather fine response, especially from younger parents who were not out of school very long themselves.

Mr. Prittie: You should send your tapes up here, I could use them.

Rev. Edmund J. Roche: There are no tapes.

Mr. Prittie: What a waste.

Rev. Edmund J. Roche: If I had it to do over again, I would, but I am using this as an illustration. If the facilities are available I would like to see people have the opportunity to really become involved in the education of their people in their own communities, in their own provinces, or wherever it is. That is why I am particularly delighted to see the emphasis which is placed on the possibilities, but I am disappointed with the restrictions that appear on the first page of the presentation by the Secretary of State and the narrowness of the interpretation of educational television.

Mr. Prittie: Mr. Chairman, it seems to me that two very interesting points flow from that. Father Roche has stressed this Sydney, Cape Breton, example and he recognizes that perhaps the federal government will have a role to play. There is the general field of manpower, for example, but I think there are other legitimate roles for them to play in this field of adult education as well.

Page 3 of the Minister's statement reads:

I wish to stress that the educational authority designated by each provincial government would have the first claim on the transmitting facilities for the broadcasting of its own educational programs and that generally the responsibility of the federal agency would be limited to providing such transmission facilities.

I think it is generally accepted by many people here that it will be the Department of

Education in each province which will be designated by the province as the authority in charge of educational television. It seems to me this could go against your ideas and, indeed, against one of your recommendations.

Are you of the opinion there should be some agency in each province or, if you like, an independent television authority in each province—which is much more representative than just the Department of Education—to make sure that other people have a share of these facilities? My fear, if it is just the Department of Education, is that in-school broadcasting will get all their attention and the others will not get very much.

Rev. Edmund J. Roche: I find it difficult to understand how the federal government can really give adequate directives in that regard because of provincial responsibility and autonomy. I hope that a much broader board than that of the Department of Education will be involved. My problem, and the one to which I address myself, is the discrepancy between the Minister's statement on page 3 in the paragraph which you quoted and the interpretation 2(d) on the short title of the Bill, in which there is a definition of educational programs. It is this discrepancy that concerns me. I am perfectly happy with the statement on page 3 but I am disappointed with the interpretation on 2(d).

The Chairman: Mrs. MacNeill wanted to make a comment.

Mrs. Nancy MacNeill (Executive Producer (TV) Division of Communication, Anglican Church of Canada, Toronto): Yes, just to repeat what you said, if educational authority is taken to mean departments of education, then we have a definite counter-proposal. We did not try to spell out in what way this organization should be set up except to try to stress that it should be broadly representative of regional concerns within the province.

Mr. Prittie: Father Roche mentioned the real difficulty of the federal government in determining what agency a province shall designate to be in charge of educational television. I think the point is well taken, and there is nothing to stop the Committee from at least making recommendations along that line.

The Chairman: We previously legislated a pre-condition for the use of federal facilities

or funds by the provinces, and there is no reason why that could not be done again. Mr. Woollard?

Rev. Keith Woollard: Mr. Chairman, responding again to Mr. Prittie, as I read this particular paragraph in the Minister's statement it did not seem to me to assume that the educational authority designated by each provincial government would be the same in each province, nor did it assume that designation would be restricted to the Department of Education or a portion thereof. I hope that in each of the provinces consideration will be given to the need for an authority which represents more than the education department. Thus far I have not heard any evidence which would preclude that action by provincial governments.

The Chairman: I think Mr. Prittie has also pointed out that the first call on the facilities would be by the school authorities.

Mr. Prittie: I have no further questions, but it is a very important point and I am glad the witnesses are expressing themselves on it.

Rev. Keith Woollard: May I also add, Mr. Chairman, that as I read the working document it seemed to me there were a number of paragraphs which implied that while this priority for the educational authority designated by each provincial government is maintained, there is also a recognition of what is called other organisations and institutions. If transmission facilities are made available, the document implies that not only would those programs originating with the provincial educational authority be carried, but that the agency could also enter into arrangements with other providers of programs of an educational nature.

• 1125

Mrs. MacNeill: Mr. Chairman, I think part of the problem in this, though, is the separation implied in the document between the school programs that are here and other things that may be added as well. It seems to me through the recommendation that there be a broad provincial authority representative of the community as a whole we are hoping the people can be represented in all the decisions and that you do not necessarily separate the Department of Education curriculum of instructional material that is not concerned with broadcasting.

The Chairman: Perhaps a little more assurance that the time used for strictly instructional purposes will be economically justified also, if other competing demands are being made to a body relatively independent from the Department of Education in each province.

Rev. Edmund Roche: In practice there is not apt to be much conflict on this, given the fact that school hours occupy a very small portion of the day, which is a time almost completely unsuitable for adult education. If the facilities are available and can be used to some extent for in-school instruction, the better part of the day still remains for adult education.

The Chairman: I think many people involved with adult education would disagree quite strongly with you on that, but I suppose we can leave it to them to do so. Surely the time when many people could watch educational channels would be during the day when they are not being switched to Bonanza or other programs which the rest of the family insist on watching.

Mr. Pelletier: I do not know, Mr. Chairman, if this is general throughout Canada but more and more the academic curriculum at the secondary school and college level calls for night classes. I think the request made strictly by the educational system, in the sense of the school system, is of such magnitude that we are considering problems that are 10 years remote from us—and I do not think we are wrong, I think we should. I think the demand on whatever facilities can be provided would be such—if the movement already revealed in most of the larger provinces persists—that any other request will be put at the foot of the list and might very well be delayed for a long time. I think we are here to plan the future, so I do not object to that, but I think it is a dimension of the problem.

The Chairman: Mr. Basford?

Mr. Basford: Father Roche spoke of what some of us in this Committee have called enrichment programs for adults. I find it depressing that I do not really see any great drive on the part of provincial authorities to develop any such programs. The development of such programs has been principally carried out by the CBC. While some of the richer provinces undoubtedly could produce those

programs, quite frankly I do not see the province of Prince Edward Island having the financial resources to at least produce programs, as I think you said, having entertainment value or being able to compete with the entertainment programs. This involves making very expensive educational or enrichment programs if you are going to get the audience. I do not see Prince Edward Island having the resources to do that.

• 1130

Rev. Edmund Roche: I not only understand your depression about it, I share it. The most hopeful note is the letter the Chairman tabled this morning in which he indicated the Deputy Minister of Prince Edward Island had said they were not making a separate presentation. I hope at least three of the four provinces in that area work rather closely, and maybe even have a common board to take advantage of these facilities if they become available. The enrichment programs, not only in Prince Edward Island but even in some of the better-to-do provinces, give us cause for some depression, too.

Mr. Basford: Yes. The only authority I can foresee making those sorts of programs is the national one, the CBC.

Rev. E. J. Roche: At the present time.

Mr. Basford: Yes; and I am concerned that by this legislation and some of the proposals put forward the CBC would not get much of a show on the educational network.

Mr. Prittie: I think, though, that given the opportunity, the university extension departments would probably do more than they are doing now in co-operation with adult educational associations, and so on.

The Chairman: Mrs. MacNeill?

Mrs. MacNeill: It also seems to me that because of the problem of words we sometimes tend to lump too much into what we mean by "enrichment". It seems to me there are intermediate aspects; that if you have within the province an authority which is representative of the whole group can tackle some of these, such as, in an educational way, identifiable goals and so on; as we said, tackling local political issues and social issues which would only pertain in one area.

This, again, is similar to what Father Roche spoke about. They would not have anything to do necessarily with the school curriculum or a university curriculum, and they

might not be called enrichment programs as we often tend to think of them, but they might be of very vital concern to the community and might not be so very expensive to do.

Mr. Basford: It is accepted generally, I think, that educational television is going to be expensive.

Mrs. MacNeill: But not accessible.

Rev. E. J. Roche: I wonder about that. I have no concrete opinions one way or the other. Having watched it for a long time I am inclined to wait for more evidence that there is a correlation between the amount of money that goes into programming and the effectiveness of it, particularly among the people who most need educational television in Canada. Those who do not have a great educational background are not getting much out of the more expensive CBC telecasts. Some of them learn a good deal more from much less expensive productions than from the more expensive ones.

The Chairman: If they will watch them.

Rev. E. J. Roche: That is the number one question, Mr. Chairman.

Mr. Basford: We had to spend a great deal of money on "Seven Days", which, undoubtedly, in spite of its critics, was the most successful public affairs program we have ever had in this country, in terms of getting an audience. It was a very expensive program, and it did involve, at least in public affairs, the very people about whom we are talking.

Rev. E. J. Roche: But we will have to admit that it was a thoroughly dishonest program.

Rev. K. Woollard: Mr. Chairman, perhaps Mr. Howard or Mr. Meggs may care to make a comment, if permitted.

The Chairman: Mr. Howard?

Rev. Wilbur Howard (Communications Coordinator, Ottawa Presbytery, United Church of Canada (Ottawa)): It seems to me that we are going to have to use many different approaches. We are just beginning to get people sensitized to the idea of continuing education and of its belonging to everyone. We are going to have to get down to the grass roots and penetrate the population.

There are people who feel happier with an informal approach, as, for instance, perhaps, in Ottawa, where the YMCA has an adult education program. Some people could go into a university, but they prefer an atmosphere of informality, where they seem better able to learn. As I say, we are going to have to use many approaches, and certainly this informal educational approach is one that we are going to need if we are going to inspire many people to go further in this whole field of education.

The Chairman: Mr. Meggs?

Rev. Peter Meggs (Director, Division of Communications, Anglican Church of Canada (Toronto): I would simply underline what was said before about the need for a clearer definition of what we mean by "educational television" and that it be made much broader than its simply being instructional television. We are stressing this, of course, because of the need for broad programming in this country.

• 1135

As was said this morning, we are in the midst of a communications explosion in which hardware and programming techniques will have to be updated. We are going to have to face that. In addition to the closed-circuit instructional programming that has been suggested more than once we are going to have to make this broader use of the radio and television media for the kind of programming we are suggesting.

Mr. Chairman, I do not think I have anything more to add to what has been said by the other members.

The Chairman: Perhaps, Mr. Woollard, you and your colleagues could tell us what you consider to be a satisfactory definition of "educational broadcasting"? As you are no doubt aware, the one in the Secretary of State's proposal conforms closely to the one agreed on at the international conference in Paris a year or so ago. It is surely very basic to our whole consideration of this problem to define what it is that is going to be dealt with by this proposed agency, yet I have noticed that in your remarks you have avoided presenting an alternative definition. It leaves me with the feeling that very little separates what you have presented as your idea of educational television from the field of general

broadcasting. We would be grateful if you could propose a definition which would be more satisfactory to you.

Rev. K. Woollard: Mr. Chairman, perhaps we ought to take that as notice, but I will make a preliminary comment, and others may care to add to it.

At several points we have made reference to "informational and cultural programming", and Mr. Basford referred to "enrichment programming". It seems to me that these terms differ from the instructional emphasis where, according to the document, the enrollment of members of an audience, the granting of credits, or the examination of members of the audience would be required for something to qualify as educational broadcasting. If the interpreters of a document, who were supervising the agency, were to adhere to that definition they could, by that supervision, exclude a great many things that might be desired even by departments of education let alone by the approach that we have been suggesting.

The Chairman: But at least that definition has the merit of providing a clear delineation of what will come under this proposed agency and what is now available as general broadcasting.

It is difficult for me to see, other than in degree, the difference between what you are proposing as educational broadcasting and what the CBC at least should be doing.

Rev. W. Howard: It is rather difficult, is it not? It is like being in the home. When are you being educated and when is it just ordinary family life that is going on? It is very subtle, is it not? Yet there is real education.

The Chairman: As a person interested in education, I can understand the desire of educators to treat all of education as one piece, and that you do not like to draw lines between different kinds of education. However, the fact is that this Committee is going to have to try to draw that line in making a recommendation to Parliament; and Parliament is going to have to draw that line, otherwise we are not going to carry out our responsibility to preserve the nature of Canadian broadcasting as opposed to serving the interests of education. I think we need some specific help from you on that, which I do not think you have given us yet.

Mrs. MacNeill: I do not know how much that should be but I do think that one of the considerations is in the intent in discussions with the CBC which a number of voluntary agencies and Canadian associations for adult education had a year or so ago. There was great discussion about whether or not they were attempting to educate in some of their public affairs broadcasting and the answer from the CBC was no. What we said—and I realize this is not clear enough and that we have to go further—is that sound educational objectives and identifiable goals are somehow where the crucial difference lies. I cannot explore it that much further at this moment.

I think, though, there would be freedom in educational television which there could not be in the CBC, as we said under IV (4) of our brief, in variety of program lengths, different kinds of sequences of programs and a variety of schedule which would be determined by the specific educational goals for any particular operation. The CBC cannot do this. I think there is no doubt that some of its programs certainly are educational, but I think that it is the intention that determines how the thing is produced and scheduled and so on and which makes a difference.

Mr. Basford: I think what the witnesses do not quite appreciate in this is what you were leading to, Mr. Chairman, and that is that broadcasting is a federal or national responsibility; a matter over which we have control which I hope we would jealously guard, but that is my own personal view. What you are arguing is for a very broadly defined provincial broadcasting authority to which, in fact, it would seem to me we are giving up control over broadcasting of what is called an educational network. But the definition of "educational" is so wide that really it is just a provincial broadcasting authority, and I brought this to a head the other day when I said I would be very leery of allowing my own province of British Columbia and its provincial authorities to put out programs on the issue of national unity. I do not think they would be very good programs. I would have far more reliance on the CBC doing that.

Rev. Keith Woollard: Mr. Chairman, if I may comment, you, as chairman, and Mr. Basford identified an area where we have not given sharp definition. All I can say and, I think, on behalf of our group, is that we will

try to be more explicit and do it not in any narrow definition but in perhaps descriptive terms which will illustrate what we say. You have alerted us by your comment, Mr. Basford, of a possibility, and we are not in our presentation trying to encourage the possibility which you so aptly described. I think perhaps we would share your concern if the educational broadcasting system in any province were construed as being almost similar to the CBC with its broad responsibilities. But if we can take this as a bit of homework, we will be happy to do so.

Mr. Basford: It is certainly something we will have to think about.

Rev. Edmund Roche: The other interpretation which leaves me much more optimistic is the remark that you made with regard to almost delegating the primary responsibility to the provinces which our presentation might have indicated. It really was not the intention but I can see how it actually could be regarded as the intention, looking at it now in the light of the discussion; and I would be as loath to see this as I think you would as a result of the remarks you made. I would also like to see the federal government assume as much responsibility and opportunity in the programming as it could under the existing dominion-provincial constitutional relationships. I have a problem in trying to find out where the borderline would go in the national responsibility for broadcasting and the provincial responsibility for education. I think that we are further along in the delineation of that responsibility after the experience in manpower retraining than we were before it came in. So we could possibly have a much more closely co-ordinated effort than we might have had a few years ago, and in that I certainly would share your sentiments as well as your concerns. I would like to see a great degree of involvement on the part of the federal government in this area.

• 1145

Mr. Basford: If we are still in office we will press for that involvement.

The Chairman: If there are no further questions I want to thank Mr. Woollard and his colleagues for coming today. I think all of us here appreciate the pioneering role that the Churches of Canada have had in developing what might generally be called "educational broadcasting", and those of us who

have an interest in this field are grateful for that leadership which the Churches have shown. I hope that we can resolve these knotty jurisdictional problems and that we can find the money to do all the things that you would like to do. I trust that you are prepared to take the responsibility of raising the funds to do what you would like to do since I do not think you can look to the federal government for your programming costs. But I know that your presentation has been made on the basis of considerable experience and

thought, and I am sure it will be most helpful to us in trying to decide what we should recommend. We would be grateful if you would convey to us as time goes on any further conclusions that you come to which might be of help to us. Thank you very much.

Mr. Woollard: Thank you, Mr. Chairman.

The Chairman: There will be no need for an afternoon session, so that is cancelled. We will meet again on Thursday at 9:30 a.m.

APPENDIX "H"

GOVERNMENT OF THE PROVINCE OF PRINCE EDWARD ISLAND
DEPARTMENT OF EDUCATION, CHARLOTTETOWN
PRINCE EDWARD ISLAND

February 12, 1968

Mr. M. Slack
Clerk, Standing Committee on Broadcasting
Films and Assistance to the Arts
House of Commons
Ottawa, Ontario.

Dear Sir:

In reply to your letter of February 9, 1968 I wish to inform you that arrangements were made some time ago with Nova Scotia for the Department of Education in that province to

submit a brief on behalf of Prince Edward Island. The reason for this arrangement is that this province is greatly dependent upon Nova Scotia for its educational T.V. broadcasts.

I trust that this arrangement will be satisfactory.

Yours sincerely,
Lorne R. Moase
Deputy Minister of
Education

APPENDIX "I"

THE CANADIAN ASSOCIATION OF BROADCASTERS
SUBMISSION

Concerning "Educational" Broadcasting
to

The House of Commons Committee on Broadcasting, Films and Assistance to the Arts

A. General

All the processes covered by the word "education" are of vital importance to the survival of our society, let alone its advancement or improvement. Indeed, they may well be essential to the survival of humanity.

We agree completely that it is highly desirable, if not essential, to increase knowledge, and understanding, and skills—to provide every human being with maximum opportunity for absorption of everything that could be considered as "education".

But, unfortunately, anything that can be embraced by the word "education" is now enshrined in a aura of reverence. The entire subject has become a kind of "sacred cow"—and it seems that any suggestion concerning it by anyone other than a professional instructor verges on "lèse-majesté".

Yet, at the risk of inducing cries of "philistinism", we suggest that even in this field there is value in careful and detailed examination of all the alternative means by which effective results can be achieved—and of the costs involved. The process of providing the

very best possible education to everyone requires the expenditure of vast sums of money. Most of that money must come from taxpayers.

No source of revenue, including taxation, is inexhaustible. There is already a growing feeling that taxation levels in Canada are burdensomely high. Those charged with the responsibility of spending monies derived from taxes must select priorities. We suggest they may also have a responsibility to try to get maximum value from the money spent.

B. What is "Educational Broadcasting"?

This brings up a more fundamental question: What is "education"?

In an academic sense it may be true that "education" is comprised of the formal action of forming, instructing and shaping the mind or intellect of a person or a group of persons. But surely "education" in the true sense is the sum total of all experiences of a lifetime. The processes embraced in such words as "schooling" or "training" or "instruction" are

an important part of these experiences but we think it ought to be clear that they are only a part.

In that context, let us examine the broadcast services now existing.

First, all broadcasting, like all experience in life, has educational value. Second, some programs not specifically designed for "educational" purposes, nonetheless have "educational" value—especially news, commentary, documentaries, discussions, and concerts.

A third element in existing broadcast service is the fact that many broadcasting stations now carry programs specifically designed for the instructional or scholastic field. One outstanding example, especially worthy of note in this regard is the "University of the Air" series carried by CTV stations. This is also true of the Canadian Broadcasting Corporation.

Therefore, any *additional* uses of the technology of broadcasting must be evaluated in terms of specific training or "instructional" projects.

For these purposes broadcasting is a means of communicating information—one amongst many. In the daily life of each of us, we make deliberate choices between means of communication. For some purposes, a postcard or letter is chosen. Elements of urgency may dictate preference for a telegram or a long distance telephone call. Elements of economics may dictate use of a letter even if we should have preferred a telephone call.

Has there been demonstration of a complete breakdown in methods of transmitting information now used in our schooling systems? Are books, lectures, films, public and institutional libraries, discussions, a demonstrated failure? What new dimensions can instructional broadcasting stations add to these techniques that are commensurate with the added cost? Are instructional broadcasting stations urgently necessary to prevent a breakdown of our school systems—or would they merely be "a good thing to have"? If the latter, is diversion of limited funds really justified?

Indeed, it must be asked: What services can the technology of broadcasting render to "educational" or "instructional" objectives?

Surely these must comprise one or more of:

- (a) Some kind of supplement to "in-school" instruction;
- (b) Specific re-training projects;
- (c) Specific training or information projects designed for adults listening or

viewing at home before or after their normal work hours.

C. Applications and Alternatives

We're sure we need make no apologies for not having special and detailed knowledge in the field of supplementary instructional aids to "in-school" teaching.

But it is obvious there must be enormous complications in this field. Surely it is possible, as an example, that two grade four classes in two different cities (or even in the same city) may not have progressed at the same rate?

In this area, is there anything that can be done by way of Hertzian wave transmission that cannot be equally as well or better done by way of properly prepared tapes, videotapes and film made available to the schools; then used—and re-used by the individual instructor at appropriate times?

This method has the added advantages of being infinitely less expensive, and much more flexible. It permits re-use when required and as often as required. It permits starting, stopping, and emphasis at will.

The matter of re-training is of equal importance. But, re-training is surely by definition a matter involving specialized skills or knowledge of some kind.

In many areas re-training will require that students be allowed to work with and at certain kinds of machines or be permitted access to instant demonstration and explanation.

Pupils of whatever age engaged in re-training will surely benefit from after class discussions with each other as well as with instructors. In the field of re-training, is there anything that could be accomplished better, or more efficiently, or less expensively through the use of Hertzian waves than by means of classroom instruction—especially when supplemented by formal and informal group discussion?

There remains the matter of instructional or scholastic material designed specifically for viewing or listening by adults before or after their normal working hours. We feel the Fowler Committee would have been right had it applied its dictum of "only the programming matters all else is housekeeping" specifically and exclusively to this particular area.

Would it be more useful to divert from already hard-pressed tax funds appropriate sums of money for programming rather than for technical facilities or "hardware"?

In view of the fact that taxation levels in Canada are already causing public concern, that all levels of government are concerned about their revenues, and must choose priorities, would it be well to utilize existing extensive technical facilities if it can be demonstrated that actual broadcast is required to accomplish the main objectives?

Either privately-owned stations or the Canadian Broadcasting Corporation, or both, might be paid a service fee for the broadcast of such programs. Such broadcasts might legitimately be considered as within the Corporation mandate.

This would enable whatever funds must be diverted from present tax revenues to be utilized solely for production of best possible material.

By "existing facilities" we mean not only the privately-owned stations and the stations and networks of the Canadian Broadcasting Corporation, but existing cable, telephone and related facilities. Further study might be given to the wide ranging uses of "closed circuit" techniques.

If the Hertzian wave technique is to be used, what thought has been given to channel requirements? Is it possible to assume that one channel in a city or area can provide adequate service for grade schools, secondary schools, technological schools, technical schools, commercial schools, community colleges and universities? It is possible for one or two channels to provide adequate service to both public schools and the separate schools and in both Canada's official languages? It may very well be that one channel would be required for each grade of each type of school. Even short of that, employment of the Hertzian wave technique would, to provide adequate service, probably require in a city of any consequence, more than the total number of channels now existing.

To summarize:

(1) Are the existing techniques of education, of instruction, of training, hopelessly inadequate? To what degree and extent is it demonstrated that expanded technology is necessary? is valuable? would provide added benefits?

(2) Would these additional benefits be commensurate with the vastly increased cost?

(3) If supplementary methods are required, can these be by way of expanded use of tapes, videotapes, film and closed circuit television? These methods are certainly less costly and much more flexible.

(4) If actual broadcast techniques can be demonstrated to be essential, can existing "hardware" be used?

If, in the event, it is demonstrated as absolutely essential that substantial tax revenues must be diverted for the creation of additional technical facilities, we endorse the stand taken by the White Paper and the House of Commons Committee on Broadcasting, Films and Assistance to the Arts that this should be owned by a special Crown Corporation created by the Parliament of Canada; programmed by the various provinces.

We also wish to support, indeed commend, the view taken by the House of Commons Standing Committee on Broadcasting, Films and Assistance to the Arts. We strongly share its view this entire matter requires much more study than has been given to it; and a careful appraisal of how desired and desirable objectives can be reached with optimum efficiency and expenditure utilizing existing technical facilities to the degree and extent necessary.

APPENDIX "J"

A BRIEF TO THE PARLIAMENTARY COMMITTEE ON BROADCASTING,
FILMS AND ASSISTANCE TO THE ARTS

An interchurch presentation endorsed by

The National Executive Council, Anglican Church of Canada.

The Commission on Education and the Commission on Communication, Canadian Catholic Conference.

The Executive of the General Council, United Church of Canada.

I. The churches which are signatories to this brief welcome the opportunity to present our views on educational broadcasting—radio and television—to the Committee. There are several issues at stake which we believe are of crucial importance to education and to broadcasting in their development in the next few years in Canada.

II. It will be easily understood that our churches are vitally interested in moral values. We wish to make it clear that our concern is with the whole spectrum of educational broadcasting and we present this brief as an expression of Christian concern for the development of whole persons in Canada.

III. We believe that Canada should immediately begin to realize the potential of educational broadcasting. The resources of both media for the achievement of the goals of Canadian education for the whole population have been ignored for too long, and we urge action which will allow the rapid development of educational broadcasting under broad terms of reference. While the issue of educational television is of greater urgency at the present time, we urge the Committee to provide as well for the future development of educational radio.

IV. While we recognize the contributions to educational broadcasting made by the Canadian Broadcasting Corporation and the private stations, we believe that educational broadcasting on both radio and television has its own goals, standards and integrity, which will provide a new and expanding dimension in the whole field of broadcasting.

Educational radio and television in our terms involve:

(1) sound educational objectives and identifiable goals, which will determine the choice of subject, method, content and audience;

(2) the use of effective radio and television techniques, so that such programs have an entertainment value which will further the educational or instructional aim;

(3) programs presented at times convenient for the specific audiences;

(4) a variety of program lengths, sequence of programs and schedule, consistent with the particular educational objectives;

(5) adequate development and promotion within local areas, which will necessitate staff in the community whose responsibility would be to work with community organizations in determining needs and concerns and to provide assistance to specific audiences in making effective use of the programs;

(6) a strong and effective program of feedback, research and evaluation of the educational goals and of particular programs or series, at both the local and regional levels, as well as in relation to fundamental research into educational broadcasting.

V. The churches are committed to the principle that educational opportunities should be available for all persons throughout life. Educational broadcasting must therefore be geared to the various needs of the whole population, and be available to the whole. It follows from this:

(1) that continuing education, and therefore educational broadcasting, must not be limited to instructional television (actual prescribed courses, supplementary and reinforcing teaching, and specific training in attitudes and skills), but must also include general cultural and informational programming for all age levels;

(2) that the audience for educational television is extremely varied:

(a) the school or university students seeking basic or additional information related to a variety of courses;

(b) the young person or adult wishing to retrain or develop higher skills;

(c) the house-bound and shut-in who have no access to the usual educational resources;

(d) the person of whatever age who wishes to broaden and deepen his own general knowledge, appreciation and capacity for personal growth.

(3) that the needs of the audience will vary from time to time and in different localities. Community interests, local issues, regional needs must provide the source for effective educational programming. The widest possible basis for the establishment of educational television channels and radio stations should be adopted, so that a variety of systems, plans, experiments and models can be developed;

(4) that the adult learner must be able to receive educational broadcasting in his home, at times convenient to him.

VI. The churches oppose a concept of educational television which is limited to:

(1) narrowly defined student instruction;

(2) a function solely of Departments of Education, without guaranteed access by legitimate community concerns;

(3) limited access by the listener/viewer to educational programs.

VII. We therefore urge:

(1) That a broad view of the purpose of and audience for educational broadcasting be the guiding factors in preparing

legislation, emphasizing the citizen (or family) at home, his educational needs and desires, and his convenience;

(2) that the definition of educational broadcasting include general cultural and informational programming as well as instructional material;

(3) that community needs and interests be strongly represented in the provincial administrative organizations for educational television, to include (as well as Departments of Education, local boards, colleges and universities) voluntary agencies and community bodies with a legitimate concern for adult education;

(4) that all unused VHF channels be reserved immediately for the development of educational television, for a period of at least five years;

(5) that because the UHF band is the only new service band available in many Canadian communities the UHF band be made accessible to all viewers (for both educational and other purposes) by immediate legislation requiring that all new television sets sold in Canada be capable of reception on both UHF and VHF channels, and that consideration be given to converting present sets at public expense, and to a temporary reduction in the Federal Tax on UHF sets.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE.

This edition contains the English deliberations and/or a translation into English of the French.

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Translated by the General Bureau for Translation, Secretary of State.

ALISTAIR FRASER,
The Clerk of the House.

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament

1967-68

STANDING COMMITTEE

ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 13

THURSDAY, FEBRUARY 22, 1968

Respecting the
Subject-matter of broadcasting and televising
of Educational Programs

WITNESSES:

From the New Brunswick Department of Education: Messrs. G. E. MacLeod, Director of Administration; and Armand St. Onge, Curriculum Consultant in French Language. *From l'Association canadienne des éducateurs de langue française:* Mr. Leopold Garant, General President; Mr. Maurice Gosselin, Secretary of the permanent committee on modern teaching methods, editor of the Brief, and Director of the educational television service at the Department of Education, of Quebec; and Mr. Gaston Carbonneau, Legal Consultant.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968



STANDING COMMITTEE ON BROADCASTING, FILMS
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Asselin
(*Charlevoix*),

Mr. Basford,

Mr. Béchard,

Mr. Brand,

Mr. Cantelon,

Mr. Cowan,

Mr. Fairweather,

Mr. Goyer,

Mr. Jamieson,

Mr. Johnston,

Mr. MacDonald

(*Prince*),

Mr. Mather,

Mr. Munro,

Mr. Nugent,

Mr. Pelletier,

Mr. Prittie,

Mr. Prud'homme,

Mr. Régimbal,

Mr. Reid,

Mr. Richard,

Mr. Sherman,

Mr. Simard—(24).

M. Slack,

Clerk of the Committee.

MINUTES OF PROCEEDINGS

THURSDAY, February 22, 1968.
(25)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 10.45 a.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Basford, Béchard, Berger, Goyer, Jamieson, Mather, Pelletier, Prittie, Reid, Richard, Stanbury—(11).

Member also present: Mr. Duquet.

In attendance: From the New Brunswick Department of Education: Messrs. G. E. MacLeod, Director of Administration and Armand St. Onge, Curriculum Consultant in French Language. From *l'Association canadienne des éducateurs de langue française*: Mr. Léopold Garant, General President; Miss Cécile Rouleau, General Secretary; Mr. Maurice Gosselin, Secretary of the permanent committee on modern teaching methods and editor of the brief, and Director of the educational television service at the Department of Education of Quebec; Mr. Richard Bergeron, Member of the preparation committee for the brief and of the permanent committee on modern teaching methods and Member of the Board of Governors; Reverend Father Reno-Léo Desjardins, c.s.c., Dean of the Faculty of Arts, University of Moncton; Mr. Gaston Carbonneau, Legal Consultant, and Reverend Sister Jeanne Doyon, Member of the Executive Committee and of the Board of Governors.

The Committee resumed consideration of the subject-matter of broadcasting and televising of Educational Programs.

The Chairman called Messrs. MacLeod and St. Onge and Mr. MacLeod made a statement relating to the submission of the New Brunswick Department of Education.

Mr. St. Onge and Mr. MacLeod were examined on their brief and supplied additional information.

The questioning of the witnesses being concluded, the Chairman thanked them and they were permitted to retire.

*Agreed,—*That the brief from the New Brunswick Department of Education be printed as an Appendix to the Minutes of Proceedings and Evidence of this day. (*See Appendix K*)

*Agreed,—*That the summary of the brief of *l'Association canadienne des éducateurs de langue française* be printed as an Appendix to the Minutes of Proceedings and Evidence of this day. (*See Appendix L*)

The Chairman introduced the delegates from *l'Association canadienne des éducateurs de langue française*.

Messrs. Garant and Gosselin made statements relating to their brief.

Mr. Gosselin was examined, assisted by Messrs. Garant and Carbonneau.

The questioning of the witnesses being concluded, the Chairman thanked the witnesses.

At 1.00 p.m., the Committee adjourned until 9.30 a.m., on Tuesday, February 27.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Thursday, February 22, 1968

● 1046

The Chairman: Gentlemen, I see a quorum. I offer our thanks to our guests today for their patience. I am told that is a virtue of queens and I am glad they share it.

I call the meeting to order now and reluctantly ask the electronic media to leave because we are under strict instructions from the Speaker that the House has not yet approved such coverage, unfortunately.

Our first witnesses this morning are from the New Brunswick Department of Education. They are Mr. G. E. MacLeod Director of Administration, and Mr. Armand St. Onge, Curriculum Consultant in French Language. Mr. MacLeod, would you like to present the views of your Department?

Mr. G. E. MacLeod (Director of Administration, New Brunswick Department of Education): Thank you, Mr. Chairman. Mr. Chairman and gentlemen, first of all the Department of Education of the Province of New Brunswick wants to express its appreciation to the House of Commons Committee on Broadcasting, Films and Assistance to the Arts for this opportunity to submit its views with respect to the development of educational and instructional television in our province.

We are grateful also, Mr. Chairman, for the invitation tendered to representatives of our Department to appear at this hearing to provide oral explanations and further information.

I understand all members of the Committee have copies of the brief, and without taking time to read all the details of it we thought we could give, with your permission, a summary or résumé. I know that Mr. St. Onge, who has done a great deal of work in this area in New Brunswick, is prepared to answer questions should there be questions from the Committee members.

First of all, referring to page 3 of the brief, the present situation in New Brunswick is that the Department of Education has not

been in a position to date to accomplish much in the field of educational television because of a series of factors.

Without reading them in detail, the first one is the lack of central transmission and production facilities. In New Brunswick there are two privately-owned stations broadcasting in the English language, one in Saint John and one in Moncton. There is a CBC station located in Moncton as well. So, one of the factors, then, is lack of transmission and production facilities. It is clear, I think we should say, that the two networks have been planned for maximum economic return, not for maximum coverage.

The second factor is the lack of reception facilities. We have a note here that it is unfortunate that the proper authorities did not pass legislation a decade ago requiring sets to be designed to receive both VHF and UHF. Even if legislation to that effect were passed now, we feel that the general use of UHF would not spread too much within the province before another decade, thus further hampering educational television planning.

We believe that if such legislation were to be passed now it should be drafted in such a way as to prevent the dumping of sets in areas or provinces where UHF stations are not yet operating.

A third factor, I think, is lack of financial resources. The New Brunswick Department of Education is fully aware of the heavy financial demands for educational services and is determined to ensure that all expenditures result in educational improvements in the public school system. Because of uncertainties about the type of television installation that will be recommended, the local boards of school trustees as well as the Department are justifiably very cautious in authorizing expenditures for any technological innovations without knowing whether such innovations will be educationally useful and financially sound. A fourth factor causing difficulties is the timetabling and program limitation.

• 1050

It is often pointed out that in many schools timetabling limitations and curriculum restrictions would prevent full utilization of broadcast programs. This would seem to indicate that instead of investing considerable sums in the construction of transmitters and networks, a fraction of the amount could perhaps be more profitably invested in more flexible apparatus such as videotape recorders and closed circuit systems.

I would like to mention that the fact that there is a lack of provincially originating broadcast and production facilities does not mean that the population of New Brunswick is without any educational television. From the neighbouring State of Maine there are facilities available. A network of Maine stations, a number of them listed here, do provide educational television. This is strictly educational television and is available to the western part of New Brunswick the upper and lower Saint John River valley. From Nova Scotia we have available, especially in the southern part of New Brunswick, instructional television. There are, however, major curriculum differences between the New Brunswick system and the Nova Scotia system of education and this does cause problems. Educational television is also available from Quebec in the northwestern and northeastern parts of the province, notably in Madawaska, Restigouche and Gloucester Counties, predominantly French-speaking areas.

Going on to page 7, we might say, Mr. Chairman, that a number of plans are under study, and since the signing in September 1966 of the agreement covering a comprehensive rural development plan for northeastern New Brunswick, considerable interest in educational television in the province had been generated and a number of points are made on pages 7 and 8 with respect to the ARDA agreement.

We are told here that approximately \$21 million have been earmarked for the building of schools in that area under the ARDA project and approximately \$5 million have been earmarked for educational television installation. This covers only the northern section of the province which can be noted in the map which is presented here in Appendix A. This is really just the northernmost and northeastern section of the province.

We have a note here that the lack of national policy on educational television matters has to this date prevented the pilot pro-

ject in the designated area from becoming operational. Secondly, in the Department of Education, views and policies are to provide a quality education to the whole province. It is difficult to reconcile perhaps the provincial interest with the federal views restricted to the designated pilot area only.

In other words, all parts of our province have this problem with respect to lack of educational television facilities. In the ARDA project we are talking about only the northern and northeastern section of the province.

On page 9 we have noted some uses, as far as we are concerned, of educational television. We think our needs for educational television could be classified into four general areas. First, improvement of classroom instruction. This would include direct teaching from prescribed courses of studies, direct teaching from authorized pilot programs, and enrichment programs. Second, adult and continuing education. Third, in-service training of teachers. We think this is an especially important use of educational television. This would include in-service training in methodology and content of new instructional programs and in use of various instructional media and practice teaching. Finally, fourth, university extension courses which would include academic courses for the general public and teachers on a credit basis or/and on a non-credit basis.

We have a note here that in order to plan soundly the use of broadcast educational television within the province, the three factors that have to be considered are production, transmission and reception. We believe that a clear delineation of federal and provincial responsibilities in programming and of course in financing will also need to be established.

We would like to refer you to page 11, "Educational Television Council". It is proposed that as a first step in educational television planning in New Brunswick there be established an educational television council involving numerous agencies involved in educational television. This would include the Department of Education, labour and industry representatives, members from the Community Improvement Corporation, ARDA, Research and Productivity Council, teachers' organizations and universities.

• 1055

We have five recommendations. I do not know that we should call these firm recommendations; rather, these are suggestions

which we feel would answer our needs initially. First would be the reallocation of VHF and UHF channels. A thorough investigation by an independent body on the matter of VHF and UHF channels' reallocation perhaps should be undertaken.

If education is to have priority, in our society, a reallocation of VHF and UHF channels to cover all populated areas would seem to be urgent.

Second, the use of the super ultra-high frequency, 2500 Megahertz. Definite plans should be completed by the Department of Transport for the use of this band and upper bands when feed back systems are considered.

Third—and we think this is perhaps basic not only for our own province but probably for other provinces—would be the establishment of an interprovincial bilingual centre to provide exchange of research information, exchange of taped materials, exchange of technical data, and exchange of personnel. Fourth—and we believe that this is a real need, of course—provisions for federal financial assistance to provinces wishing to establish closed-circuit educational television pilot-programs. Fifth—we think this is desirable for the Maritimes and the Atlantic Provinces—the creation of a bilingual television institute to train students, to train our own people, in all the aspects of television as an art and as an industry. In other words, to train Atlantic Provinces people in this work.

Hopefully, the institute could become a national training centre for students who wish to work in the communications field. It is suggested that this include an institute in the development plan for Northeastern New Brunswick. That section of it could be located in Bathurst, N.B.

Mr. Chairman, in conclusion we hope this submission has helped to clarify some of the problems that New Brunswick has encountered and will encounter in planning educational television.

We believe that ultimately a total communication system centered on the learner should be devised. We feel that in the present stage of technological development television is still too teacher-oriented and too teacher-centered. This might be one of the reasons for the teachers' fears when facing the medium. And we believe that when instant communication is possible the teacher might again cope with his rôle as an educator.

We would like to say that this is a very brief presentation. These are some of the thoughts we have had. Mr. St. Onge has done much of the thinking and work in our Department of Education on this and if there are questions I am sure Mr. St. Onge will be glad to try to answer them.

The Chairman: Thank you, Mr. MacLeod. Mr. Prittie.

Mr. Prittie: Mr. Chairman, I would like to congratulate the delegation from the Department of Education of New Brunswick for a very good submission. They have given me a clear picture in this very concise brief of the position of educational television in the province. It is very, very good. I do not know, Mr. Chairman, that I have questions so much as a comment or two. I like the statements which appear on pages 10 and 11 of their brief. I will quote the sentence which appeals to me—I suppose perhaps to my prejudices, as some members will think.

On the other hand, a narrow interpretation of the British North America Act prevents the sponsoring by the federal government of valid closed-circuit educational television pilot programs in schools of the province.

And then on page 11 at the top I think it is, they refer to "a narrow legalistic approach of an act drafted over a century ago". I tend to favour this rather wider interpretation, recognizing that although the provinces have primary responsibility for curriculum in the schools, there is the federal role to play in co-operation with the provinces here. That is really all, Mr. Chairman. I generally approve of that idea.

• 1100

Also on page 11, I think there is a very useful suggestion about an educational television council. There have been some fears expressed in the committee that the authorities named by the provinces to administer educational television might be very narrowly based and I do like the suggestion here that not only would the Department of Education be represented but various other groups in the province would as well. I notice that ARDA is in the list and in the case of New Brunswick this is quite proper. May I just ask one question in this connection? I am sure the delegation is aware of the fact that when the federal government announced they were not going to continue their involvement in assistance to universities, they did say they

would concern themselves with manpower retraining through the Department of Manpower and Immigration. Would you agree that perhaps that Department, which is concerned with the retraining of workers, ought to be included in the council in a province?

Mr. St. Onge: Yes, we agree with that suggestion.

Mr. Prittie: Mr. Chairman, we had a very late start and I am sure other members want to ask questions, so I will not hold the floor any longer. I think it is a very good and comprehensive brief.

Mr. Jamieson: I would like to echo Mr. Prittie's commendation of this brief. I think it reflects the normal wisdom, logic and pragmatism of the Atlantic Provinces...

An hon. Member: It is prejudiced.

Mr. Jamieson: Admittedly it is prejudiced, but I have a number of questions, gentlemen, first having to do with your recommendation for a reallocation of VHF and UHF channels. In the first instance I wonder whether you have done any work at all, or has anyone done any work to which you might have access, that might indicate what a reallocation might be able to produce in terms of a better designation of existing VHF channels in and around New Brunswick.

Mr. St. Onge: We have not made any exhaustive study in this area, but especially for adult continuing education we feel we would need access to some VHF channels, at least blocks of time.

Mr. Jamieson: The reason I ask is because I think it is particularly apparent that in New Brunswick we have a dog's breakfast in terms of allocation of channels. My information is that from an engineering point of view there is no way to unscramble this particular egg. In other words, in the largest centres of population in New Brunswick—the Moncton area, the St. John-Fredericton area—there does not appear to be any way technically to provide a reallocation of VHF channels.

Mr. St. Onge: There is only one channel left in the Fredericton-St. John area on VHF.

Mr. Jamieson: Also if my information is correct there is no way by which that situation can be improved. If that is the case I have to ask you this question: is that VHF channel now reserved for the CBC?

Mr. St. Onge: Yes.

Mr. Jamieson: I do not wish to put you on the spot, but if it came to a choice between providing a full CBC service in that area or assigning that VHF channel exclusively for educational purposes—a difficult choice admittedly for you to make—how would you decide if the power was yours?

Mr. St. Onge: I am not an expert on the point to which you refer but I think there is no hope for the VHF channel at present. If it were allocated to the CBC, it would have very limited use educationally or instructionally, so I would be rather inclined to use UHF channels. That is my personal reaction.

Mr. Jamieson: I do not see that you have much choice. I agree with you, and again it is a very wise and, I think, pragmatic kind of acceptance of things as they are. From my knowledge of New Brunswick conditions, which admittedly is rather limited, but I have seen some of the ARDA work, even if there were to be a few VHF channels available, their reach, vis-a-vis the population that they would serve, would be very small.

• 1105

Mr. St. Onge: You could not cover the whole province through one channel. It would be impossible.

Mr. Jamieson: So we are almost compelled to think in terms of UHF development.

Mr. St. Onge: Yes, that is right.

Mr. Jamieson: That is one side.

Mr. St. Onge: You see, we are bordered by Maine and Quebec so it is a very difficult situation unless, as we say here, the whole reallocation system is worked out and that possibly would even involve negotiations with the United States.

Mr. Jamieson: If the Chairman will permit an observation, precisely the same thing applies in virtually every large concentration across Canada; the VHF's are available only where there are not any people, but this is a perfectly natural kind of development that has occurred over the years.

Then in view of this, sir, this 2500 megahertz, you call it—I call it a 2500 megacycle, I think it is the same thing...

Mr. St. Onge: It is the same thing.

Mr. Jamieson: Have you explored this to any great extent as a viable alternative, particularly for in-classroom education?

Mr. St. Onge: I think it would be viable because we have access, let us say, to up to six channels. Now, I am not quite sure whether the Department of Transport limitations would not limit us in New Brunswick to one section of the spectrum; if so, then we would have another problem.

Mr. Jamieson: In other words, what you are really saying here if I read it correctly is that DOT ought to give priority consideration to educational needs in terms of the disposal of the 2500 megacycle facilities that might be available, or at least to the band itself.

Mr. St. Onge: Exactly, that would be my feeling. That could be discussed at great length, but I think it would be more satisfactory within the classroom setup and also for the universities. I am not talking especially for universities because I know possibly they will be presenting briefs to this Committee.

Mr. Jamieson: Well, it is very clear in my mind, and has been for some time, that this is the route the DOT ought to follow.

Now, if I may continue along this line, Mr. Chairman, what we have said in effect is that VHF is really not going to be much of an answer in New Brunswick, but the 2500 megahertz probably could help us from a classroom instructional point of view.

Now, let us turn to UHF for a moment. If this legislation goes through it will require sets to carry all channel reception facilities and you make a comment about avoiding dumping. I am not quite sure what you mean by that, sir.

Mr. St. Onge: Well, I think it is quite simple. If, for example, Ontario were to move to the UHF spectrum, I suppose there is a certain quantity of sets in warehouses that would be kept off the market by local legislation. Those sets could very easily be dumped in the Maritimes; that is what I fear personally. They could be dumped in New Brunswick or the Maritime Provinces at a reduced price; for \$95.00 you might get a \$200.00 set. This would further hamper educational television.

Mr. Jamieson: Of course. In other words, a very important point that has not been raised before is that we have to see if there is a way to have existing stocks of non-UHF sets converted before they are put on the market, or to prevent them from going on the market in various areas of the country that are not yet UHF oriented.

Mr. St. Onge: That is right.

Mr. Jamieson: It is a very good point. However, in terms of the actual problem—and again I am confining my questioning to in-school or classroom instruction for purposes of this discussion—I assume that New Brunswick is not greatly different from other provinces in that, at this moment, there are not too many sets in the classrooms of the province.

Mr. St. Onge: Practically none.

Mr. Jamieson: So that if you were to go to UHF, whatever the other limitations may be—and again I am putting these aside for the moment—there is no problem of conversion or anything of that nature in terms of classroom instruction?

Mr. St. Onge: At present, no. That would be settled easily. If we were to move into UHF we could get the sets that are made for that type of transmission.

Mr. Jamieson: If you had a choice between an emphasis on UHF and on the 2500 megacycle band, from the basis of the perfectly obviously detailed study you have made, which route do you think you would follow?

• 1110

Mr. St. Onge: Exactly what do you mean by "route"?

Mr. Jamieson: What method would you use? Do you have a preference between a rather large and perhaps expensive UHF type of transmission or spending the dollars on the 2500 megacycle band?

Mr. St. Onge: We have to be practical in this area. If you look at the map at the end of appendix C you will see that from Bathurst to Moncton it is flat country mainly at sea level. I think in that eastern sector the 2500 megacycle band could be used very profitably because transmitters are much less expensive than VHF or UHF. The Saint John River Valley is technically very difficult to cover because topographically it is a valley with hills up to 1500 feet high. I do not think one simple type of system could be devised; a composite system would have to be devised. In some areas we would have to use coaxial cables to reach the schools, and especially in the Saint John River Valley where the schools are right beside the river bank. You could transmit but the transmission would never reach the schools, so that is another problem. The eastern side could be quite easi-

ly covered through 2500 megahertz but not the Saint John River Valley. This would call for an extensive technical engineering survey to be made of the whole province.

The Chairman: Mr. St. Onge, please feel free to speak in French if you prefer.

Mr. Jamieson: Yes, by all means, we have the interpretation facilities.

Sir, the conclusion I draw is that in a province such as yours, which has a relatively small and to some extent scattered population as well as difficult terrain you must not only employ the two methods mentioned here, but probably cable as well.

Mr. St. Onge: Yes.

Mr. Jamieson: Continuing this line of questioning with regard to different techniques, you mentioned that the 2500 megahertz band has a capability of carrying six signals, or six channels. This would seem to answer the question raised by the gentleman who presented the brief with regard to curriculum and the necessity for a wide variety of instructional courses being presented at the same time. Have you given much thought to how extensively UHF could be employed for educational purposes when in fact it permits only a single signal at any given time?

Mr. St. Onge: I think we would have to use a more sophisticated type of apparatus within the schools. We would definitely need videotape recorders to record programs for use at a later date because there are limitations, for example, on television broadcast time within the schools. That is one big factor. You would possibly need to create regional tape distribution centres within the school system.

Mr. Jamieson: Sometimes I have a feeling that those of us on the legislative side of things are getting very preoccupied with the hardware, and I think this was implicit in some parts of your brief. Actually we are only talking about a means of delivery, are we not?

Mr. St. Onge: Yes.

Mr. Jamieson: Is it fair to say that in heavily built-up areas, let us say around the Saint-John-Fredericton area, or even in Moncton, and so on, if you in fact had tape facilities in the schools the question of delivery could be answered as easily perhaps as with a motorcycle or a can of film?

Mr. St. Onge: That is right; that has been considered many times. It is possibly the most flexible method and the least expensive.

Mr. Jamieson: I would like to follow this for a little while with the indulgence of the Chairman. I know there are a lot of questions to be asked but this is very important to me.

• 1115

In other words, a good deal of this so-called educational television development is totally within the capability of a province without getting into the federal-provincial field at all. In other words, there is nothing to prohibit you from producing educational programming?

Mr. St. Onge: Except possibly finances.

Mr. Jamieson: I am leaving that aside. I was speaking constitutionally, rather than economically. Your province, or any province, could produce programming and could arrange the kind of distribution I talked about, even including cable, without getting into the federal jurisdiction at all?

Mr. St. Onge: Yes.

Mr. Jamieson: Would you say the problem arises principally because of the rural areas where you must employ either UHF, VHF or something of that nature?

Mr. St. Onge: I think the rural areas in the Province of New Brunswick will always have problems.

Mr. Jamieson: Oh, I agree, and in Newfoundland; there they probably have the greatest need for ARDA projects.

Mr. St. Onge: Yes.

Mr. Jamieson: In other words, in a built-up area it is fairly easy—I will not try to make it any simpler—to get distribution?

Mr. St. Onge: Yes, that is agreed.

Mr. Jamieson: I just have one or two very short questions, sir. Is anything now being done in your universities at all? Do they have any closed circuit facilities; are they producing anything, either experimentally or otherwise, or anything of that nature?

Mr. St. Onge: This is presently in the planning stages. There is nothing being done just now. They are considering plans for the next three or four years.

Mr. Jamieson: I was intrigued by the fact that you mentioned you are getting signals from the State of Maine and also from Nova Scotia. Which programs are more out of wack with the New Brunswick curriculum, those from Nova Scotia or those from Maine?

Mr. St. Onge: I think we should make a distinction here. Maine has educational television and Nova Scotia has strictly instructional television which follows their course of studies. That is one reason programs broadcast through the CBC stations are not of much use to the New Brunswickers.

Mr. Jamieson: Do you find that the Maine programs are?

Mr. St. Onge: Generally, yes; they are broader in scope. This is also true of the Quebec programs.

Mr. Jamieson: But I take it the problem you are highlighting here is that three neighbouring provinces are completely inconsistent in terms of the curriculum they are employing.

Mr. St. Onge: Oh yes: exactly.

Mr. Jamieson: Are you involved in the ARDA project in any way? Are you being consulted? Is there good liaison?

Mr. St. Onge: We are aware that it exists as a project. The Department of Agriculture has been mainly interested in it, and we have access to their files, and so on.

Mr. Jamieson: But you are not part of the plan?

Mr. St. Onge: No, presently we are not.

Mr. Jamieson: Do you think you should be, particularly in this field of educational broadcasting?

Mr. St. Onge: Yes, I think we should.

Mr. Jamieson: So do I.

Mr. St. Onge: It will come anyway.

Mr. Jamieson: Referring to what I said a moment ago, is your problem compounded greatly by the need for a diversity of channels, and so on? I assume the need is double in New Brunswick because of the bilingual problem.

Mr. St. Onge: Exactly, that is also right. We have 170,000 students in schools. Of this amount, approximately 60,000 are French-

speaking. Their needs have to be taken into consideration and that compounds the problem.

Mr. Jamieson: If you have a UHF signal, or a UHF station to serve a given area, it not only must answer all of the classroom needs in English but it must duplicate them in French?

Mr. St. Onge: It has to be bilingual.

Mr. Jamieson: So you would probably need two UHF's at least.

Mr. St. Onge: At least, or two audio channels on the station.

Mr. Jamieson: Yes. I think this is my last question. I take it from your brief that you must have arrived at some conclusions on the manner in which authority or control is going to be exerted within the province. What sort of make-up do you see for this educational council? Will it be a provincial government body; will it be a totally autonomous body appointed by the province or what sort of make-up will it have?

Mr. St. Onge: We feel it should be representative of the various interests of the province, whether it is labour, university, in-school broadcasting or continuing education. That is why we have listed a good number of agencies.

An hon. Member: Are we not saying it is going to be initiated by the Department of Education?

Mr. St. Onge: Somebody will have to take the initiative at a certain point, but I do not think it would be a body guided by the Department of Education.

• 1120

Mr. Jamieson: I will ask two related questions. Do you think it ought to be controlled by the Department of Education?

Mr. St. Onge: No, but I think the requirements of the Department of Education should be satisfied. For example, I am dealing with curriculum and I may now be talking about a very narrow field, but there is a large problem of teacher retraining in the province. Presently we have no facilities except the university summer schools. This is a very lengthy method of retraining teachers in the various areas of curriculum and this will stay with us. If we use that pattern it will take 25 years to retrain our teachers. By that time

programs will have evolved even more in the various fields, be it first language teaching, second language teaching, mathematics, science, and so on. They are all problems now.

Mr. Jamieson: Basically you feel that this council ought to be fully representative and not necessarily a government oriented or a university oriented type of direction?

Mr. MacLeod: But it probably would be under the authority of the minister of education or some similar authority.

Mr. Jamieson: But he would not necessarily have some sort of veto power?

Mr. St. Onge: No, that is right. We would like to have a broadly based council covering all the areas and all the needs of the provinces, varied as they are.

Mr. Jamieson: I do not think I could have said it better if I had written it myself. My congratulations, again, and thank you for your patience.

Mr. Reid: Mr. Chairman, I have a few questions based on Appendix B, which is your summary of the Research and Productivity Council's study of the costs of providing educational television.

I gather from some of the evidence you have given that this is going to be an extraordinarily expensive program for you to initiate. Is that correct?

Mr. St. Onge: That is correct, because using the present New Brunswick Telephone Company's microwave system—and this is feasible—it would cost \$6 million a year which is, for New Brunswick, a huge amount when you consider, for example, that the school-book branch's budget is approximately \$1.5 million.

Mr. Reid: Does this \$6 million a year include your production costs as well as your capital costs, and over what period of time are they amortized?

Mr. St. Onge: This would be only for a year's rental. Last year the production costs amounted to \$160,000, but due to the increased costs it would now probably be \$200,000 a year.

Mr. Reid: How do you define your production costs? Are these the costs of producing programs or the carrying charges?

Mr. St. Onge: This would be production costs. The RPC study called for four produc-

tion teams with supporting staff at a cost of roughly \$30,000 a year. This appears on page 2.

Mr. Reid: Yes.

Mr. St. Onge: I do not know if those figures are valid. They could very well be questioned as they may not be too accurate.

Mr. Reid: We have had some indications during these Committee hearings that the production costs for ETV are going to run about the same as the costs of commercial television which, I am told, is somewhere in the nature of \$15,000 an hour or half hour.

Mr. Jamieson: It depends on the nature of the production.

Mr. Reid: Yes, and we also have had some evidence that some of the instructional television in the United States has been produced for as low as \$200 per half hour program. Have you taken a look at instructional television costs in other parts of the world?

Mr. St. Onge: We have read or looked at various projects which have been carried out in the United States. This is very difficult to assess because it depends on the type of production you want. If you use previously produced material, then all you need is a "presenter"—if I may use that term—and it can be done very cheaply. However, if you move into the field of talent and TV personalities you will have to pay for those services and this runs into money. Then the figure of \$15,000 an hour would possibly be correct.

• 1125

Mr. Reid: Do you see a possibility of co-operating with other provinces in the production of programs; for instance, with the Province of Ontario, which is perhaps the most advanced in this area? In other words, if you could meet with them to discuss your curriculum requirements perhaps you might be able to work out some form of compromise that would suit the needs of both provinces.

Mr. St. Onge: We are presently using common programs, for example, in the field of French curricula. I am thinking particularly of geography and the sciences being taught in the French language at junior high school level, but I think there could be a very useful type of production arrangement made between the two provinces.

Mr. Reid: You are now using programs from the Province of Quebec?

Mr. St. Onge: Yes, although not too many because our programs of study are oriented somewhat differently. But I still feel there are common denominators in curriculum that could be decided upon or agreed upon provincially which would considerably reduce the cost of program production.

Mr. Reid: As a result of instructional television, do you not see that possibly some of the smaller provinces such as New Brunswick might lose their autonomy in the setting of curricula in education because of the very high cost of producing these programs?

Mr. St. Onge: That problem has yet to be faced, but there are areas in which we could work together. For example, in the fields of science and mathematics we could very easily work common curricula. This may not be as easy in other fields such as geography or the social sciences.

Mr. MacLeod: If I may interject, Mr. Chairman, I think that we have to remember this is a teaching aid and not an entire teaching device. You are never going to do away with teachers. Good teachers mean far more than good television sets. Good television is simply an aid. We have certain curriculum programs. We have certain methods of teaching and television is being used to assist, not to take over instruction.

Mr. Reid: That is a very good point. It is one of which we are aware, but one of which most of the people making submissions to us are not aware. I think I will pass, Mr. Chairman.

Mr. MacLeod: You must be getting submissions chiefly from the television producers!

Mr. Reid: No, no, from the adult education people. I think it would be dangerous if we do not remember that it is merely an aid and it does not replace a teacher.

Mr. St. Onge: It is like textbooks. If you have a good teacher you do not need a textbook at all.

Mr. Reid: Yes. That is my analogy, too, because textbooks pretty well have come under the control of the larger provinces through their superior buying power.

Mr. St. Onge: That is right.

Mr. Reid: I am afraid that the impact of the larger provinces over the educational content of instructional television is going to develop in the same way—perhaps even fur-

ther—because of the greater impact of this type of instruction over textbooks.

Mr. Basford: I know we are late, but I have a brief question. We have before the Committee some legislative proposals from the government with regard to establishing an educational television authority or agency. Those proposals contain a definition of educational programs and educational program material which, as I interpret the proposals, would purport to limit the type of programming that a provincial educational authority could broadcast. I would appreciate your comments on that definition.

Mr. St. Onge: I read it quite recently—after February 8—and I think there is confusion between instructional television and educational television in the proposed legislation. This will have to be clarified at some point.

Mr. Basford: Your submission being that the definition refers only to instructional television?

• 1130

Mr. St. Onge: It is a strict limitation on educational television as a large, broad, informative or enrichment program because I think there is a need to expose most of the teachers in our schools to quality teaching. A good many of our teachers, especially in the rural areas, are routine people. They teach traditional programs from a textbook and we feel that either instructional or educational television could be used to broaden their scope.

Mr. Basford: Turning to your brief, on pages 9 and 10, it would seem to me that the definition would certainly meet your objectives 1, 3 and 4.

Mr. St. Onge: 1.(a), 1.(b) and 1.(c) would be educational television. The first two would be instructional where you keep a strict control of the programs offered. You measure what has happened. But I think there are a good many things in the field of educational programs that you cannot measure and yet you inform people, you educate them, and this cannot be measured through the ordinary educational systems.

Mr. Basford: No, but my question was that your objects 1, 3, and 4 clearly fall within the definition. Surely anything that takes place in a classroom which is No. 1 would fall within the definition.

Mr. St. Onge: Yes, and possibly that is why we need a local control on television. Whether it be called instructional or educational, we have that need to satisfy and I feel that programs originating from Ontario, let us say, might be utterly useless for our own purpose at the start.

Mr. Basford: Yes, but in line with your objects as set out on Pages 9 and 10, it seems to me the only one that might not fall within the definition of educational programming is No. 2, "adult and continuing education".

Mr. St. Onge: Even there you could move into instructional television because some firms, for instance, might want to have their workers retrained within their own industry. They may wish to control the type of training offered through the educational set-up.

Mr. Jamieson: I have a supplementary question, if I may. You are aware, of course, of the statements made perhaps a year or so ago at a federal-provincial conference in which, in a sense, it was asserted that the federal government did have a position in what is broadly described as adult education, retraining and that type of thing. The provinces clearly said, as I take it, that they are not averse to taking some money from federal sources, that this will not offend them constitutionally. Would you feel the same way if there were federally produced and sponsored programs specifically in the areas of manpower retraining and that type of thing? Do you see that as offending the Constitution in any way?

Mr. St. Onge: If there is a need in the provinces for that type of work, let us say to improve the economy of the province, I think it should be provided and I have no personal objections to it.

Mr. Jamieson: What I am getting at is that mostly they are the type of thing where we are getting into the whole field, which certainly is not even adult education in the conventional sense of the word but where the attempt is going to be made, amongst other things, to retrain people, to orient them better to the job opportunities and so on that are around. If the federal government were to say, under this legislation or in some related form, that they would assume full responsibility for this as they have done, in fact, in many aspects of manpower retraining, do you see that there would be any conflict or difficulty or argument that they were entering the educational field in New Brunswick?

• 1135

Mr. St. Onge: This would probably be outside the Department of Education's responsibility.

Mr. MacLeod: This is adult education, is it not? This is not within the framework of a public school system.

Mr. Jamieson: I think we are into the same sort of semantics trap that we have been in ever since we started to discuss this bill because of a lack of definition of terms.

Mr. St. Onge: That is right.

Mr. MacLeod: I think personally we would not see anything wrong with it. I do not know how the department would feel about it but presumably if this were done any federal plan or any federal program that would be initiated would be done on a consultative basis hopefully with local provinces to determine local needs.

Mr. Jamieson: Oh, I agree that there would be consultation but I think that in some areas at least, in some provinces, there is the contention that this is education and that the federal government should have no real part of it except perhaps they might say, "We do not mind your giving us the money".

Mr. MacLeod: Yes. I suspect that in New Brunswick there would not be this great worry; provided the programs that were offered met the needs. I do not think anyone would worry too much about it.

Mr. Jamieson: Not in New Brunswick anyway.

The Chairman: Are there any further questions?

[Translation]

Mr. Richard: Mr. Chairman, if I understand it correctly, educational TV poses a problem in two parts: actual pupil instruction and the general education which is now carried out by CBC and CTV and other sources. But your immediate need I think is contained on Page 11 where you speak of financial assistance in meeting the costs of closed circuit installation, including receivers, cameras, magnetoscopes, tapes, etc... and also of a centre for exchanges with other provinces of these tapes or these programs. This would be your immediate need. And the other need, which is of a general nature, would be very costly and would require technical solutions and financial solutions for which you will not be asking

in the immediate future because you have certain programs which come either from Maine, the CBC, CTV or Québec which are fulfilling the needs for general education at the present time.

Mr. St. Onge (French Programming Consultant): Yes, if we are talking about the needs of general education, these needs are being met partially from Fredericton's point of view, for instance, you see, the northern part of New Brunswick is served by Québec stations, the western part is served by American stations and the southern part is served in part by those from Nova Scotia. This puts us in a rather precarious position educationally whether in connection with the education of adults or young people in the schools.

Mr. Richard: But do you not believe, as you have already said, that teaching in the schools will depend on a closed circuit system using videotapes, which are less expensive than the proposals we are now talking about in the legislation?

Mr. St. Onge: These are solutions that will have to be studied very carefully to determine our needs, respecting the amounts of money that would be available.

Mr. Bécharde: Mr. St. Onge, the jurisdiction in that field does not concern you to any extent?

Mr. St. Onge: Not very much, no.

Mr. Bécharde: From what you have implied and what your brief says.

Mr. St. Onge: This is not our principal concern.

Mr. Bécharde: You do not believe in the Constitution in this connection, the present Constitution, which gives the provinces exclusive jurisdiction over matters of education?

Mr. St. Onge: In the past, on account of its limited population, New Brunswick has always had to use what was available either from Québec, Ontario or the other provinces of Canada and we have carried on in that way. So, we are not so terribly touchy about problems of jurisdiction.

Mr. Bécharde: Some people are.

[English]

The Chairman: It is refreshing to find people who are interested in getting things done by one way or another.

Mr. Prittie: It is not a province like the others.

The Chairman: Thank you very much, Mr. MacLeod and Mr. St. Onge. We appreciate very much your coming here and presenting this brief. If you should have further thoughts on this subject while our hearings are continuing, we would appreciate very much hearing from you.

• 1140

Mr. MacLeod: Thank you very much, Mr. Chairman.

Mr. St. Onge: You were very kind. Thank you.

The Chairman: Is it agreed that the full brief of the New Brunswick Department of Education be printed as an appendix to the minutes of today's proceedings?

Some hon. Members: Agreed.

The Chairman: Perhaps it might be agreed at the same time that the second brief also be printed similarly.

Some hon. Members: Agreed.

The Chairman: That is the summary of the next brief.

Mr. Prittie: Mr. Chairman, you speak of a summary of the second brief. That is just in English. There are the recommendations in French but I would point out that added to it are the White Paper on Broadcasting and some other things which we already have.

Mr. MacLeod: Not in the summary.

Mr. Prittie: No, but the summary is just in English, is it not?

Mr. MacLeod: In both languages.

The Chairman: That is agreed?

[Translation]

We also have with us this morning representatives of the Acelf, the Canadian Association of French-speaking Educators: Mr. Léopold Garant, Miss Cécile Rouleau, Mr. Maurice Gosselin, Mr. Richard Bergeron, Reverend Father Reno-Léo Desjardins, C.S.C., Mr. Gaston Carbonneau and Sister Jeanne Doyon. Mr. Garant, would you please present your brief.

Mr. Léopold Garant (General President of the Acelf): Mr. Chairman, we are happy to have been invited to present our reflections

and the results of part of our research on the complicated problem on which you have to work and advise the government. We are therefore at your disposal and we hope that our brief will be useful to you and will offer a true contribution to your work. For those who know little about Acelf, I would like to say a few words.

The Canadian Association of French-speaking Educators has been in existence for 20 years. It has about 75,000 members in different categories from every province in Canada. By "different categories", I mean representatives of all associations of teachers, from kindergarten to university inclusive. The second group consists of administrators from all teaching institutions: members of school boards, administrators of independent schools, private schools and universities, certain organizations of educators in the broad sense of the word, including parents, for example, from every province. Acelf is represented on the administration of the departments of education in eight provinces of Canada. It also groups a certain number of English-speaking members who are interested in French culture. The main aim of Acelf is to promote French culture in Canada through education.

• 1145

The brief which we are presenting today is a result of your concern about radio and the modern techniques of teaching. Acelf, for some years now has been interested in these questions. It presented a brief on these problems to the Massey Commission in 1951, the Fowler Commission in 1956 and the Tremblay Commission in Québec in the same year; and in 1962, it held a three-day study session of more than 300 people with experts from the English Canadian provinces, and from England, France and the United States as well. Following these study sessions, it formed a special commission, called the Commission on Modern Teaching Methods. This commission prepared the brief: you have a list of the main authors of this brief on the first page of the summary. This brief was prepared on the basis of two documents; the White Paper put out by the Federal Government and the position taken by the CBC with regard to this White Paper. One could say the Federal Government proposes the formation of a Canadian body independent of presently existing bodies, to set up the necessary techniques for educational radio and TV. CBC on the other hand made a three point proposal. Acelf is composed of various groups of members. It

must take into account the opinion of each and there are obviously differences of opinion, shadings of opinion, depending on whether the members come from Québec, Ontario or some other province. And it is by bearing in mind these various opinions and also various political opinions that it tries, as your Committee tries, I assume, to find the solutions that would be the most acceptable to all. Acelf is a non-political body—even if its members may be interested in politics—and it is a non-governmental agency, which is trying to find solutions to satisfy all opinions as much as possible. Obviously, most of its members come from Quebec, since it is a French-speaking teachers organization. However, it would have been difficult for us to bring with us this morning representatives of all our provinces. Nevertheless, we have with us representatives who can speak on behalf of the French minority provinces, as they are generally called, although I do not particularly like the term. We have with us Father Desjardins, who represents the University of Moncton for instance, and Mr. Carbonneau, from the Ottawa law firm of Mr. Roger Seguin. They can both speak on behalf of the groups of the minority provinces, as can I.

The principal author of the brief is Mr. Maurice Gosselin. With your permission, Mr. Chairman, I will let him explain the summary of the brief, although I might mention that the summary is very summary. I would ask you, when you have time, to read the brief, if I do say so myself. I think you should refer to the brief on several points if you are to have complete information—or at least, as complete as possible.

The Chairman: Mr. Gosselin.

• 1150

Mr. Maurice Gosselin (secretary of the Standing Committee on Modern Teaching Methods): Mr. Chairman, gentlemen. We are entering into a field of reflection where I think the ultimate decisions seem rather far away. I feel sure—and I know that you realize this even better than we—that the final solutions in this field will never be completely achieved. This is perhaps why broadcasting will always be a most interesting field. Of course—and I would like to recall and emphasize what the general president of Acelf said a moment ago—we do not speak on behalf of the provinces, because if they want to be heard in this Committee, they would send their own delegations. On the other hand, I would like to point out that our

reflection in this field is in the framework of the development of our increasingly technological society in which tomorrow's citizens—today's students—will in fact have to train for life, if they are to achieve the best possible results from it, and to set up a more harmonious equation between this world, their personalities and all the potential they may have.

Our intention is also to pursue general aims, aims which are particularly important. Above all we want to work and to contribute to the acceleration of educational development. We know that this is a world phenomenon and one that concerns all authorities responsible for education, citizens in general and various organizations. Acelf can also co-operate in a particularly useful way. We would also like to contribute in making teaching and education available, as quickly as possible, for all citizens in our country. We believe in fact in the use of the mass media, especially radio and television, which are particularly excellent means to achieve this purpose. This would also allow us to contribute to reducing to a certain extent, or, at any rate to the extent which seems desirable to the authorities, the diversity in educational matters. It may happen that when we go beyond a certain point, diversity may become a weakness rather than a good quality in Canadian life.

I said a minute ago that we want to work to prepare the citizens of tomorrow to live in a technological world. It is our impression that radio and television can contribute greatly to this.

Finally, we do not have to remind you, since the orientation of our Canadian life is moving in this direction, we think that radio and television education can in fact help greatly in serving the two main cultures in our country—the French and English cultures.

Our basic problem, the one with which we want to deal, is to plan more specifically the redistribution of broadcasting in Canada so as to meet all the present and future needs of education.

Therefore, we have tried to consider the questions with a view to the future, not just for three or four years ahead but in the long term, so that the measures that we will take to satisfy immediate needs will not become out of date in just a few years but, on the contrary, will provide continuity in our efforts for redistribution and creation of services for education by television and radio.

To solve this problem, or rather, to propose the elements of a solution, we have considered, besides the two elements mentioned by our president a moment ago, the thought given in the White Paper and the brief of the CBC, two other possibilities. The first would be to issue licenses to provinces and the second, to set up an interprovincial corporation for educational broadcasting.

• 1155

In using or selecting one of the formulas, both of which seem to deserve study, we think certain principles should be recognized. In particular, we should recognize in practice and in principle, if such applications are made, the right of each province to obtain a license to produce and broadcast educational programs. It could be that none of the provinces would ask for this but it could also happen that certain provinces might make this request. If the provisions already existed, we could more readily avoid certain problems which might otherwise come up in this respect. Since Acelf, in considering certain solutions, has granted preference to one of them, and I think this is the main merit of its co-operation, let us consider this preference. It appears on page four of the summary of the brief:

That the proposed interprovincial corporation for educational broadcasting, either dependent or independent of the Canadian Council of Ministers of Education, be selected in preference to the other proposals.

We must here understand the philosophy, the line of thought of our Association, which is that it does not want to condemn any of the possible elements of solution but that, after examining the situation objectively, it wishes to exercise its freedom to state its preference, thus clarifying the question. Its preference is for an interprovincial corporation for educational broadcasting, as I mentioned a moment ago.

In another connection, as regards the implementation of measures on which eventual decisions will be taken, the Association, representing the professional French-speaking educators of Canada throughout Canada, hopes that, whatever formula of educational broadcasting is retained, a professional educator will be named to the chief administrative position of the educational broadcasting body, assisted by two professional educators, one French speaking and one English

speaking; and that a professional educator will be named to the CRC as set up under Bill No. C-163, to represent the world of teaching.

To our way of thinking, since we are ready to recognize educational broadcasting as an important sector of Canadian broadcasting in general, it is only logical that the world of teaching be represented and co-operate in this field. After these recommendations, which appeared in the principal brief, supported by a certain number of considerations, we formulated certain recommendations, almost 20. I will not enumerate them, you have undoubtedly been able to read them, and I think this should be sufficient to arouse questions from the floor. Thank you.

The Chairman: Mr. Prittie.

Mr. Prittie: Mr. Chairman, I found annex B of your brief very interesting—the annex entitled “Responsibilities in the field of education, teaching and culture”. It seems to me you do not allow much scope to the federal government in the field of education and culture. It seems to me that there are federal responsibilities in this field for the armed forces, Indians, manpower and so forth. Do you have any comments in this respect?

Mr. Gosselin: There is perhaps a double aspect to your question. There is possibly a professional aspect of teaching and education, with respect to supporting one or more cultures; and, on the other hand, I think there is a legal aspect to this question. As we have with us a legal consultant, I think he might comment on the legal aspect of your question.

• 1200

Mr. Gaston Carboneau (Legal Consultant to Acelf): The attitude of Acelf is this: when we speak of educational broadcasting, obviously we are speaking of educating the masses, the majority. You have just brought up a question dealing with Indians, perhaps Eskimos and those who are living on armed forces bases. This is a very small field, you have to admit. It is a federal jurisdiction, of course, but since it does occupy, for example, in the case of the military bases, certain areas...

Mr. Prittie: And manpower, adult training?

Mr. Carboneau: Of course. However, we are speaking of educational TV which will meet the needs of the greatest number, with-

out excluding of course, fields where the federal government is already acting. There is not question of excluding these.

Mr. Gosselin: I would now like to say a few words with regard to the professional level. First, as the principal author of the brief and having heard the points of view of the brief committee, which has a certain number of members, I might point out that this annex was not planned as an annex in the first version, but as a main part of the document. Since, as our thought crystallized, we were attempting to centre our efforts and our attention on the problem of education, we felt it would be a good idea to present an annexan organized body of thought, for information purposes and for information purposes alone. Therefore, you should perhaps not consider it as a line of thought which is an integral part of the submission as such.

Mr. Prittie: Do you see a role for Council of the provincial ministers of education in this field?

Mr. Gosselin: To the extent that the Ministers of Education themselves will take on responsibility in this field, I think so. I think that they can do so, in this sector, as in any others, to which they want to give their attention, under their terms of reference. I think it would be quite natural and normal for them to do so. I think that in the preferred proposal made by Acelf, we said “an inter-provincial corporation, either dependent or independent of the Council of Ministers of Education”.

Mr. Prittie: Yes.

Mr. Gosselin: Because it is up to them to decide these technical aspects, if I may say so.

Mr. Prittie: Thank you. I have no more questions.

Mr. Goyer: Mr. Chairman, I would also like to commend Acelf on its brief. Unfortunately we do not often see organizations of the French language and culture being interested in the legislative measures presented by the Federal Government, either to subscribe to them or to criticize them.

Having said this, I wonder if your submission establishes the distinction between the technical means, i.e., broadcasting as such, and programming. I am quite willing to see problems of languages and culture considered, but I am wondering if problems of this

type have their place in all fields. For instance, in the field of program broadcasting, I would like to know why this would involve language and culture? Strictly with regard to broadcasting.

Mr. Gosselin: If we are talking of broadcasting with regard to the broadcasting of a thought to an audience, we naturally have to think of a linguistic and cultural support. We have to speak in a language in which people have been trained, on which they have acquired, or learned intellectually.

If we are talking about simple questions of technical transmission; about an operator or a technician who is operating a technical instrument, this is quite different. I think the problem there arises in terms of the participation of both cultural groups in the economic, administrative and industrial life of Canada.

Mr. Goyer: I agree fully. However, does the technical field necessarily involve linguistic or cultural aspects?

• 1205

Mr. Gosselin: I am happy that you have emphasized or pointed out another point of the question. We have seen generally the position of the federal government with regard to the proposal made in the White Paper as being related in some way with the authorities in matters of education. And then of course we were in the dark, we did not quite know what the bill consisted of so we tried to lay down some guidelines. So, if there are to be advisory relations or participating relations in the preparation of programming et cetera, I think it may then become necessary. Structurally speaking, in other cases, it might not be necessary.

Mr. Goyer: Would you agree, for instance, to technical broadcasting, the network, being administered by a federal agency and to everything concerning programming being given to an agency involving all the provinces or each province individually? The provinces do not want to co-operate among themselves on an inter-provincial agency or body.

Mr. L. Garant (General President of Acelf): This will depend on the consultation and the dialogue which the federal government will have to undertake with the provinces. If the provinces are agreeable to certain arrangements of this type, obviously Acelf will have no objection. Moreover, we know through contacts with our members that certain prov-

inces will want to benefit by these arrangements set up by the federal government. There is no doubt that certain provinces will not have the technical or financial means to organize themselves.

It is possible, on the other hand, that other provinces will want to look after this themselves. These are political decisions which will have to be discussed in the House, between the federal government and the provinces.

Mr. Goyer: As an organization concerned with the French language and culture, do you see any inherent danger in the fact that the federal government is administering the network simply from the point of view of broadcasting, not from the point of view of programming or production?

Mr. Garant: As an association we are not opposed to this. It is an administrative and political point which has to be solved by the governments involved. Once each government has control over the contents of the programs and all the educational material involved...

Mr. Gosselin: Mr. Chairman, with your permission, I think we can compare this situation to that of the railroads, for example. You do not become less French or English Canadian by travelling from one end of the country to the other on the CNR. Not at all. I think we pointed this out in our brief. We showed a preference, after due reflection, for one possibility but it is up to the political authorities to make the decision between themselves after the consultation we have suggested.

Mr. Goyer: Mr. Prittie has brought up a very important problem: The entire program of adult education, because it directly concerns retraining, which is a joint responsibility, but an important federal responsibility as well inasmuch as the federal government is directly concerned with the problems of unemployment and directly blamed as well when there is unemployment in Canada. What precisely is your position concerning all matters of the retraining which is being carried out now and which could be carried out in the schools, but which could and should be done by audio-visual means such as television?

• 1210

Mr. Gosselin: We have examined this problem with great care but we approached it in this way. I spoke a while back about the acceleration of the evolution in education. We

must consider today the fact that once a human being becomes educable, he must be educated. The process should only stop at his death. This means that, in what was once a whole, including both adult education and public education, inasmuch as the provinces decide to take on adult education, we will have to double our analysis of the problem.

If it is a question of adult education as defined in the glossary at the end of our brief, that is: a process of communicating a body of knowledge to a known, registered, controlled group, then it seems to me that this might logically belong entirely to the provinces because these are things that have nothing to do with the field of labour.

Then, the other part, public education, will have to be left to the already existing Canadian service of that nature, as for example, the CBC. This also appears in the brief. We go even farther, and suggest that everything that has a valuable cultural nature, from any of the communications media—the press, radio, television and so forth—and which exists already and is considered educationally valuable, well, on the economic level, we cannot sulk about it, we must make do as best we can.

Mr. Goyer: May I ask a question, a supplementary question? Do you mean that everything that is valuable could be used for educational broadcasts, in your opinion? For example, you mention, I think, in your brief, that if a theatre play was of some value, it could be used for educational purposes. Does this mean that the interprovincial body, if this is the solution which is adopted for production and programming, could, through, say, some federal body, broadcast or produce such programs? For instance, put on a play and broadcast it directly on the network?

Mr. Gosselin: I think there is a double aspect to your question. On the one hand, there is always an economic concern, economic in the sense of human and financial resources. If there are already things in existence, I think we should avoid constant duplication, at least in principle. So, if there is a fine play set in a different province from the one we are living in, we do not think there is any harm in going to see it. On the contrary, I feel it is very enriching. In the same way, broadcasting should be the same. Secondly, I think we should also take advantage of the material, of the cultural documents that exist already, even outside the

country. So, you see, this in itself limits the field where, on the educational level, we can take action to produce cultural programs such as you refer to.

Mr. Goyer: Can we conclude from what you have just said that with regard to programming and production, this interprovincial body would only produce and broadcast programs dealing directly with teaching leading to examinations, so as to be able to control the work, or the scope of the education given?

• 1215

Mr. Gosselin: Obviously, we have to return to the definition of education. I can give you an example, selected intentionally to illustrate the nature of the problem. We speak of educational and vocational information. This is a fact today, which should be the responsibility of the educational institution, because, after all, this is the 20th century. This is information, it is not a body of knowledge which can be controlled by an examination, quite the contrary. It is a general body of knowledge which the human being needs to choose his career, to help him make his own decision. You see how difficult it is to draw lines. I would even say this type of programming (educational information) would be the type of broadcast that could be looked after by a body of this type because it meets the needs for education to be given in institutions of this type, as opposed to an established, controlled type of programming for a group known to be educable, whatever their age.

Mr. Goyer: What did you say about manpower?

Mr. Gosselin: Manpower, I think, becomes a legal and political problem. I do not think we want to speak on behalf of the provinces. I would like Mr. Carbonneau to say a word on this point, because I would not like to venture into this field.

Mr. Carbonneau: I do not want to discuss the political aspect. Legally, as regards manpower, I would not want to express any opinion.

Mr. Goyer: Presently, the federal government is renting retraining services from the provinces and from private companies. Where the province cannot meet the needs a private company can ask the federal government to handle the retraining of employees, of manpower. Could this also be done in television? Will the government turning more and more to television, could this same policy apply?

Mr. Carbonneau: This is a field which depends strictly upon the provinces. It is a question of negotiating the constitutional aspects between the provinces and the federal government. Legally I think this is breaking the rules of the game, according to the Constitution. But if the provinces are ready to abandon, temporarily or permanently, certain privileges, it is up to them. We are only an educational body; we are not a political body.

Mr. Garant: May I add a word. Up to the present, the provinces have considered that the field of education was their exclusive field. But up to now, they have nevertheless accepted to share it in the field of adult education and in the field of retraining. This seems to have been generally accepted. We have not heard anybody complain, so in this respect I feel that the same agreements which have served to bring about unanimity, will continue, even if the means of carrying out this education and retraining of manpower are different. One can suppose that the agreements that have been used up till the present will continue to apply inasmuch as we do not go into the strictly instructional field of the education with respect to school curriculum strictly speaking. We can probably assume that the same agreements will continue.

• 1220

Mr. Gosselin: Will the interprovincial body which we propose, rightly or wrongly, not be a body which will encourage the solution of these problems, if the problems do become serious?

Mr. Garant: I get the feeling that this is an entity that is going to be discussed, an entire system that is going to be approved.

Mr. Gosselin: I think also that as professional educators and teachers, we can quite freely say that all the modern media of communication must be put to work to communicate as efficiently as possible all the levels of education which the responsible authorities are willing to offer the population, no matter what their classification. Professionally, I do not want to say the tragedy, but the rather regrettable situation which exists today, and this is why we spoke of acceleration in education, is that we feel that things are not going quickly enough and we are already behind.

Mr. Goyer: In your summary, article 18, you speak of the use of international communications by satellite. I think this is precisely the problem of the future which will

have to be settled. This will require the presence of a federal body to negotiate with other countries, to be able to carry programs which the provinces want, because I recognize the right of the provinces as regards education. I am happy to note, in closing, that you do not see the federal government as a lion devouring everything which is French in language or culture.

[English]

Mr. Reid: I am not going to impose my terrible French upon you. I would like to clear up what seems to be an ambiguity. You mention in your brief both adult education and instructional educational television. Am I to assume that the point you place most emphasis on is the question of general adult education through the use of television facilities?

Mr. Gosselin: No, we would not imply that sort of thing. Rather we would be of the opinion that nowadays there is a distinction to be made between adult education and instructional educational television. Because of simple evolution—sociological evolution—permanent education has become a reality now, so we have to offer and put at the disposal of different clienteles of any age group programs of instruction and education, but specifically speaking. So it seems that it should be the responsibility of the provinces, at least in general terms, taking into account, however, the remark made by Mr. Goyer, which I think is a very worthwhile distinction.

The new reality is the following: On the one hand you have permanent education which would be the responsibility of the provinces, and the other reality, or the other sector, would be what we call in French, *l'éducation populaire*. Any communication of thought made by any means has an educational value in itself.

• 1225

Even our presence here has an educational value in itself. So if we are speaking in these terms in relation to television and radio, I think we have to be respectful of the existing situation. We have pointed it out in our brief by mentioning, for instance, that everything broadcast either by private stations or the CBC stations that has real value, culturally speaking, should be accepted.

In other words, we want to be respectful of the actual situation, but we want to adapt

facilities of education by radio and television in terms of specific education. Is that satisfactory?

Mr. Reid: Yes, that is a very good answer. So the situation the federal government and this Committee find themselves in is simply that we already have an agency in this field in both English and French; that is, the CBC and Radio-Canada. Now, the question I must ask is, do you consider that the CBC is fulfilling its mandate in this field?

Mr. Gosselin: Through our brief we have been quite appreciative of the job being done by the CBC and Radio-Canada by the fact that we took the attitude of being respectful of this situation, although we always see, as they do themselves, that there is room for improvement. But this is human; they will do their best to do better in the future, and we hope they will move in that direction. But in relation to the mandate that has been bestowed upon them, I think we have to accept the reality in general terms.

Mr. Reid: If I interpret it correctly one of your proposals is that there should be almost another network set up which would be owned and operated by the provinces with some federal assistance, devoted solely to the concept of adult education.

Mr. Gosselin: First of all I would like to make the distinction that we are not speaking in terms of networks, because a system of communication may be conceived in an entirely different way. A system of communication could be closed-circuit, for instance, and from closed-circuit to closed-circuit we can vehiculate the video tapes, for example, which might be a very flexible organization and probably also much less expensive. That could be one way of realizing the new project.

Mr. Reid: It is possible to do that now with cable television in those areas that are serviced by it...

Mr. Gosselin: That is right.

Mr. Reid: ...by just putting them on one of the available channels...

Mr. Gosselin: That is right.

Mr. Reid: ... on a coaxial cable.

Mr. Gosselin: Now, referring to this inter-provincial corporation, I would like to make a little longer comment, because I think this is the heart of our total suggestion.

First of all, we all have been aware of two radically opposed situations, I might say. On the one hand it has been the policy of the federal authorities, for instance, not to grant broadcasting licences to provinces. We are not criticizing this; we merely mention the fact. It seems that this is creating some disturbance at the provincial level throughout Canada.

On the other hand, there is also the pre-occupation of certain provinces to ask for such licences. So we were afraid we might be in a situation out of which perhaps we could never have come if we were not making an effort to try to find a median solution.

This is the reason why we felt that perhaps the granting of a licence to a corporation which could be owned by all provinces, but by none, also a licence that could be granted to all provinces, but to none, could be compromised, that would be acceptable both to the federal authorities and the provincial authorities. We do not know. Of course this could be discussed, if it is really worthwhile, in terms of consultation between the provinces and the federal authorities.

• 1230

Mr. Reid: Well, the whole thrust of federal policy has been to avoid any direct governmental intervention in broadcasting programming. This is the concern we have when we come to discuss the question of educational television stations in the sense in which you are presenting it to us. Evidence has been presented to this Committee that in discussing the question of educational television in the schools—instructional television—one of the most expensive ways of distributing the programming is by utilizing the very few remaining open channels.

Mr. Gosselin: That is right.

Mr. Reid: Therefore, to carry that further, if we go into the area of permitting provinces, either jointly or singly, to operate stations or networks within a provincial area, it seems to me we are reversing the whole thrust of what has been, I think, a generally successful policy. This is one of the considerations we have to deal with.

Mr. Gosselin: I think it could be envisaged that way, but possibly it could also be envisaged in another way. You have been referring to the VHF in which area a very limited number of channels still is available. We know, on the other hand, that in the United States, for instance—this has been a trend and we mention it in our brief—too many

commercial channels were allocated to industry and private enterprise, but now they have been reversing the thrust also by trying to recoup some of these commercial stations and assign them to education. Let us hope that we do not have to go through that very laborious process.

Starting from there and, in fact, as mentioned by the delegation that was in front of you before us, it might be advisable to make available at least two other sectors of channels, the Ultra High Frequency and the 2500 megacycle.

By the way, if I am right and I hope I am, the sector of the 2500 is not under the allocation of licences plan of the federal authorities. In other words, it can be used without licence. Is that right?

Mr. Jamieson: I think you would have to have a licence but—and I will bow to the legal view here—it would not be a broadcasting licence per se. It fits more into the category of taxi licences and the various forms of mobile stations.

Mr. Reid: Yes, I agree with you that the situation in which the United States found themselves was most unfortunate, and they have now begun to do something to correct it.

I would like to make the point that the new public broadcasting stations they are establishing are very similar in form and in content to the existing CBC Radio-Canada. In other words, although there is an attempt to do a variety of things on these stations, the thrust is, generally speaking, towards provision of information as opposed to an exclusive concentration on entertainment, which is the trouble with so many commercial programs. The thrust of my questioning has been: would it not be possible for associations such as yourselves to join together and attempt to have a greater influence on CBC programming than now seems to be the case? I am prepared to admit that you would not get all you want but at the same time the cost of providing the type of facilities which you have envisaged is rather frightening.

Mr. Gosselin: If we refer to previous briefs that ACELF has submitted to other federal agencies—I am referring specifically to La Commission Laurendeau-Dunton—we will note that that association took a similar stand. And previously, when their brief was submitted to the Fowler Commission, they also took a similar stand. I think our action right now is definitely in that direction. I think we have

to contribute something in that field but, on the other hand, I think we also have a responsibility in the other field as well, that of education.

• 1235

Mr. Reid: We appreciate very much your coming here, particularly with an in-depth study of the problem Mr. Chairman, I will pass.

Mr. Prittie: Mr. Chairman, if Mr. Reid will permit, I think his questions all had to do with adult education, and I think from the name of this organization that their principal responsibility is for schools. Are you not a group of educators?

[Translation]

Mr. Garant: ACELF is particularly interested in the field of education, exclusively, you might say.

[English]

Mr. Jamieson: Ladies and gentlemen, I would like to go back to the Aird Commission, which you made reference to. I gather that your organization has been in existence in one form or another even back to those dark and now somewhat forgotten days. The Aird Commission did establish the principle to which Mr. Reid referred, that the airwaves belong to the people and that they come under federal jurisdiction. As I recall, this was subsequently tested and was confirmed either by the Supreme Court or the Privy Council and from that day to this a fundamental—and I used the word the other day in the same line of questioning—"touchstone" of policy has been federal control over the technical aspect and the minimum of any form of state involvement in the programming aspect. Now Mr. Reid has said that you are recommending, and I gathered from your reply that you agree, a certain reversal in that. The device you have come up with, as I understand it, is an interprovincial organization which presumably would become not only a licensee under existing broadcasting policy but a multiple licensee in the sense that whatever facilities it deemed necessary to carry out its functions it would have the right to apply for and presumably would have a reasonable expectancy of getting. I am going to set aside for a moment the argument about the validity of that contention. It surely stands or falls on one assumption, and it is a pretty big one, that you can get 10 provinces to agree. Let us say that some choose to "opt out" which is a familiar expression these

days. Would you then see your proposition continuing to be valid if only five, six or eight provinces, or whatever the number is, agreed? When does an interprovincial agency cease to be an interprovincial agency?

[Translation]

Mr. Gosselin: May I continue in French?

The Chairman: Of course.

• 1240

Mr. Gosselin: My remarks are on behalf of the delegation, of course, and we have provided for this in the brief itself. We indicated first of all the principle, at least, for the pleasure of conserving it, if necessary, that the provinces who do not want it must not feel obliged to support a suggestion like this one. But this is a field where, by the very fact that it involves communications from one ocean to another, from one provincial border to another, there has to be consensus at the time of decision; otherwise this situation cannot last. It would seem to be impracticable for us to have diversity of formulas because, on the one hand the scattering which we referred to before would be accentuated, and this time in a new field which is not yet contaminated or so we would hope. I think, to use a topical example, regarding the Constitution, everyone has to agree to accept one constitution or else to find an entirely new one. But if one province does not agree, I think then the machine should be overhauled, and this will take time. So we have foreseen the possibility of this, though we did not want to discuss it precisely because it was perhaps not necessary to do so, since this is a rather unreal possibility. And I think that this imbroglio would be completely unravelled if there was official consultation between all the parties involved. I think that then there will be compromises, which are at least theoretically possible, and which would let us avoid such a situation especially where a common measure does not deprive any province, or does not make it pay any special price to belong to such an enterprise.

[English]

Mr. Jamieson: I would like to say, however, that from my own personal and professional experience there are two issues here. The first is the constitutional question, which we do not need to discuss because I think you have handled it reasonably well, although I am not as sanguine as you are about the possibility that it is going to come easily. But the second one is, of course, economics, and I

suppose related to that is geography. In other words, it is quite feasible, it seems to me, from an economic point of view, to establish the sort of agency you are talking of in the heavily populated heartland of Ontario and Quebec with perhaps limited extensions into immediately adjacent provinces. But in trying to devise a cost-sharing formula—and I can use the examples of the Canadian press, of the CTV network most recently and, indeed, the whole history of Canada in terms of co-operative enterprises—it has found that the extremities have been enormously costly, and in fact in most instances it just has not been possible to make these work without the thing which I suggest would throw the whole structure that you are speaking of out of whack, federal subsidy. In other words, I do not believe it is feasible, if I can make an observation before asking the question, to think of a national educational television interprovincial authority functioning and being completely viable out of its own financing unless we go right back to the traditional Canadian formula which says to Ottawa in effect, "Help us to even out the hills and the valleys". So that the element that I suggest is lacking in your proposal, if I understand it correctly, is that it would again have to be an eleven-way proposition with the ten provinces and the federal government back into the picture from a very strong financial point of view. If it is correct that the person who pays the piper calls the shot, I do not know how you can escape the difficulty of federal involvement in the educational field.

I am in a quandary and must admit that I do not have an answer.

[Translation]

Mr. Gosselin: I think this is a very real problem. We tackled it without proposing any concrete solutions precisely because we referred to the problems which you mentioned and which are political problems. We mentioned quite clearly however, and proposed, simply as a contribution, and not as opposition to anything else, that if the provinces, together with the federal authorities, wanted to assume their responsibilities educationally by the mass media, then they should be put in a position to look after this economically. But our commentary has to stop there because beyond that we are getting into political problems which do not concern us and we know how complex and delicate this is.

[English]

Mr. Jamieson: It is true that they are political problems which do not concern you, but I suggest to you that the whole rationale behind your proposal falls unless we can see a solution to those political problems. The Province of Quebec indicated in its Throne Speech two days ago that it proposes to move into the educational field. To some extent it was kept vague, but I take it that implicit in that comment was the intention of applying—that is, the provincial government—for licences to operate television stations.

• 1245

Mr. Gosselin: It could be.

Mr. Jamieson: If that is the case—if I have interpreted your recommendations correctly—I take it you feel they should not be hampered in this effort, on a unilateral basis if you like, if this interprovincial organization cannot fly. Is that right? In other words—to pose a specific question—let us assume that an application were received from the Government of the Province of Quebec or, for that matter, from the Province of Alberta, which is also reasonably close to the same thing, would you recommend or do you feel that the federal agency responsible should grant those licences to individual province?

Mr. Gosselin: We would suggest, keeping in mind the social implications in that field, that perhaps there should be consultation between the different provinces and the federal authorities before that licence is granted. Otherwise I think it would create a precedent by which any province could ask for the same licence.

Mr. Jamieson: Of course, that is exactly the point.

Mr. Gosselin: I think there is one step that should be taken before that happens and that is the one of consultation. We have expressed very strongly in our brief that regardless of what happens and regardless of the solution that we adopt, at least there should be consultation between the different levels of authority.

Mr. Jamieson: I would enjoy exploring this avenue a good deal further, but in the interest of time I will move on to another line of questioning.

I accept, as you do, the idea that education is a continuing process. I also suspect that you are faced with the problem, as most of us

are, of getting a definition that fits that conclusion, but something which has never been raised in these hearings is the real effectiveness of television for the purposes that we are discussing. This may be a philosophical line, but it is perfectly obvious from your brief that you have delved very thoroughly into this whole question, so you must be aware of the new developments in communications. There is a very real probability that there will be as many as 60, 70, 80—perhaps even hundreds—services of one kind or another with the public being literally bombarded at any given moment of the day or night because of such an incredible range of choice. It will be like going into a library.

If I could continue that analogy of the library, in the adult education field does the average person, if you like—I know that is a phrase that is subject to all kinds of interpretation—go to the classics, and so on, in that library when this choice is open to him or does he automatically revert to that with which he is familiar, in the McLuhan sense, and pick up another Ellery Queen or James Bond mystery? In other words, we are contemplating enormous expenditures at all levels, to ensure this will be very effective, but are we looking at the right kind of tools? Would the money be better spent in some other way, in this context are we really putting a dependence or a conviction about its ability on television that it does not possess?

[Translation]

Mr. Gosselin: I think that without neglecting or ignoring the economic aspect that you pointed out, which is very real and which we have to consider with a great deal of caution and wisdom, because we have not got the means to throw money out of the window, I think nevertheless we must make a choice. And I would say that no matter what the true cost, not the amplified cost or the exaggerated cost, we must make a choice in such a way as to put at the disposal of students of any age the tools to assist them to prepare themselves to live in this technological era of ours. For instance, tomorrow, what type of schools will we have? We have to ask ourselves this. Will today's schools, even the polyvalent school as we see it now in 1967, still be up to date in ten years? That is where the means of communication are important, even if they are costly, because we can foresee that they can help considerably in reducing, or even replacing entirely, other types of investments. If so, then I think this works out rather satisfactorily.

• 1250

[English]

Mr. Jamieson: I have no quarrel—in fact, I am an enthusiastic believer and far more so than many educators—with the capacity of audio-visual in whatever form for in-school instruction. I am not questioning that at all. In fact, I regret the reactionary attitude of a great many educators in this field. Perhaps I would even go so far as to challenge the proposition that the teacher will ultimately continue to be the dominant force. I am not sure some day that may not be the case, but I agree at the moment that is the situation.

I was not referring, sir, even to cost. I was simply speaking in terms of the ability of free television, that is, in the public adult education field—"public education", I think you called it—to reach people subjected to so many stresses, strains, interests and demands upon their time. Such studies as I have been able to make have indicated that the likelihood of a substantial audience turning to an educational program of whatever form, when they have a multiplicity of choices, is small and it is likely to get smaller in direct proportion to the number of other channels that are available.

May I just take one moment to illustrate this. I did a study in a one-station television market where the element of choice was not present and while the sets-in-use figure dropped for, let us say, a CBC Festival program because there was only the single channel available, approximately 50 per cent of the viewers watched that program. When a second channel was introduced the sets-in-use figure was higher, but the percentage for a comparable program had dropped to something like 12 per cent. That was only when there were two choices.

Mr. Prittie: It is too bad you got the second channel.

Mr. Jamieson: The irony of this, of course, is that in this case it was the CBC which was the second channel, which really defeated itself. However, I suggest there is validity in this point. In other words, we may be using an enormously expensive cannon when we ought to be using a rifle to aim at more specific audiences and to understand our objectives better.

[Translation]

Mr. Gosselin: However, I believe that we have to be very prudent in making a decision as to the orientation you seem to imply. If we

speak of people within the framework of a system involving a certain amount of formal education, social discipline, not an interpersonal discipline, we must realize that at all levels of education and instruction, and in every province, the whole considered simultaneously in relation to the requirement that those who are to receive the education be in a position to use the educational broadcasts at one time or another during the day, the day being considered this time as 24 hours, then there are certainly imperatives that cannot be changed, that cannot be displaced. You cannot ask, for instance, working class listeners who registered for a television program and who are working at night and only come in at 6 or 7 o'clock in the morning, to get up to watch their program at 11 because this is the only time that it is available on the network. This is one of the determining factors which will decide how far we can go in this adventure of investments.

[English]

Mr. Jamieson: I agree. I am merely saying that in accepting, as I believe all of us do—certainly I do—the absolute essential need to move into this field of continuing education, I am a bit concerned that we have become so enamoured with a means of delivery that we may have overlooked other ways of doing this.

• 1255

I would like to make a comment, if I may, on another personal experience. A fisheries educational program for the fishermen of Newfoundland which was broadcast on open television achieved nothing of any significance, so far as we were able to determine, until such time as we set up study groups and various other elements and arranged to get audiences conditioned for it. I am not sure that we could not have done just as well if we had taken a can of film to these study groups.

[Translation]

Mr. Gosselin: I think this is true, this is the framework in which we have to consider radio and television. We cannot consider it in absolute terms but as part of the modern educational techniques that are available. One cannot spend a lot of money doing things that could be done just as well, if not better, by other more economic means. I think this is obvious.

[English]

Mr. Jamieson: Thank you.

[Translation]

Mr. Richard: Mr. Gosselin, speaking as a French Canadian from Ontario, I hope I understood that your aim, as a French language association, would be to accelerate and spread French culture, education and teaching throughout Canada. And I am very happy to learn that you would not want to limit, either by positions taken by Quebec or by any particular province, the French educational programs of the CBC. We in Ontario, the West and New Brunswick listen to them. I am glad that you would not want to limit the role of the CBC, which gives us some very good educational programs, on music, the sciences, history. If the provinces had the right to control the programming and limit the powers of the CBC, we would be returning to the stone age.

Mr. Gosselin: On the contrary, our attitude is the one that you were hoping for. However, there is a slight shading to be made. If you are talking about preventing the broadcasting by the CBC of programs produced in a neighbour province, this would be a political problem and we could not get involved. But culturally we are working for the broadcasting and availability of programs, by all means available, and perhaps by new solutions that have not yet been even envisaged, to all French and English speaking groups throughout Canada without any exceptions, by means of private stations, the CBC, the NFB, every medium and every institution that is available to us.

Mr. Richard: But the programs of which I am speaking are put on by the CBC.

Mr. Gosselin: You are referring, for example, to "La cybernétique et nous" (Cybernetics and Us), or something similar?

Mr. Richard: Lessons in history, in science...

Mr. Gosselin: In geography?

Mr. Richard: Music...

Mr. Gosselin: So these are educational programs.

Mr. Richard: No.

Mr. Gosselin: Well, yes they are, more or less.

Mr. Richard: Well, what could be done?

Mr. Gosselin: If they are educational, I think there should be an agreement between the provinces which want to exchange services to do so. If they are educational programs in the broad sense, as for example, "La cybernétique et nous" or "La science en pantoufles" (Science in slippers) which used to be on, and so forth, then, no, we have taken a position on this.

Mr. Richard: Well then, we French speaking people in other provinces will have to depend on the good will of each province.

Mr. Gosselin: No, we feel (again, rightly or wrongly; and you probably have your own list of solutions to offer) that the inter-provincial agency corporation could contribute precisely to avoiding threats of this type.

Mr. Richard: Do you foresee an agreement?

Mr. Gosselin: I do not know. We think this might be a means of reaching one.

Mr. Richard: All we have in the provinces outside Quebec, we have acquired with difficulty. We do not want to lose it.

• 1300

Mr. Gosselin: I think you should consult the brief which Acelf submitted to the Laurendeau-Dunton Commission, which took the stand that all groups, French speaking and English speaking, should be able to receive all the audio visual documentation which is available now or in the future. This is the right of every citizen because every day he pays taxes. I think we should consider these rights.

[English]

Mr. Jamieson: Possibly we should sell the CBC to the 10 provinces.

[Translation]

The Chairman: Are there any other questions? Mr. Garant, we thank you and your colleagues for coming here today. It is a great pleasure and privilege to receive your distinguished delegation and to hear your useful comments. Thank you very much.

APPENDIX "K"

Submission from the
New Brunswick Department of Education
to
the House of Commons Committee on Broadcasting,
Films and Assistance to the Arts

The Department of Education of the province of New Brunswick wishes to express its appreciation to the House of Commons Committee on Broadcasting, Films and Assistance to the Arts for this opportunity to submit its views regarding the development of educational and instructional television in the province.

We are grateful, also, for the invitation tendered our representatives to appear at this hearing, in order to provide such oral explanations and further information as may be required.

INTRODUCTION

The Department's prime responsibility and concern is for the effective and efficient organization of education within the province. In meeting this responsibility the Department wishes to provide enlightened, purposeful educational facilities, not only for children and students, but also, for adults throughout the whole province.

Educational television is at the threshold of the educational system. The world we live in is being rapidly transformed by the new applications of technology and new forms of communications. As both an instructional tool and communication medium, television is called upon to improve the quality of education. Teachers have to be placed in situations to use it more effectively and thus open up new learning paths for children and adults.

PRESENT SITUATION

The Department is fully aware of the limitations of educational television measured against the great problems of education. Its uses have to date tended to be rather disappointing. Yet, when adequate programming and informed and active participation are insured, the impact of the medium is certain. Too frequently, the tool is used to display uninspired teaching. Television is not magic. A teacher in front of a television camera act-

ing as an information dispenser will not challenge the student watching him.

The television teacher will need to challenge the student by:

1. presenting a problem and letting him try to solve it
2. letting him follow through with a scientific problem, deciding at each point what should be done next
3. employing simulation situations.

In order to be a success television must keep the student active, not passive before the tube. It should invite discovery rather than foreclosing discovery by giving all the answers. It must be willing to stop talking and let the viewer take part; it has to stop telling him and begin listening to him; stop trying to fill his mind, and begin letting him exercise it. When feedback systems are operative, television as an educational medium, will realize its full potential.

Television is still in its infancy in so far as education is concerned, it has not yet developed the needed pool of talented people with combined educational and technical skills.

The Department of Education of the province of New Brunswick has not been in a position to accomplish much in the field of educational television because of a series of factors that we shall attempt to summarize briefly:

1. *Lack of central transmission and production facilities*

Presently, New Brunswick is served through two privately owned stations broadcasting in the English language.

Station CHSJ—TV, channel 4, located in Saint John, New Brunswick, has studio facilities. The station serves the upper reaches of the Saint John River valley through a satellite retransmitter, channel 6, located at Bonaccord in Victoria County.

The second privately owned English language station, CKCW—TV, channel 2, is located in Moncton. It, too, has studio facilities. The station serves the coastal area through a re-broadcasting satellite located in Campbellton.

A CBC station, located in Moncton, CBAF—T, serves only the French speaking population of the Moncton urban area. The power of the transmitter is presently not sufficient to cover adequately the population of the French speaking villages adjoining the city. Furthermore, the station has no studio facilities.

It is understandable that the two English language commercial stations would not sacrifice prime time to the requirements of educational television: their purpose is business, not education. Moreover, their transmission facilities have been planned to serve two ribbons of English speaking population. CHSJ—TV covering the Saint John valley and CKCW—TV Moncton, serving the coastal areas, separated on the average by a distance of 100 miles. It is clear that the two networks have been planned for maximum economic return, not maximum coverage.

Some areas of low population density, where modern communications means are the most required, are left unserved. This is specially the case of most French speaking rural areas and a considerable number of English speaking rural communities of central New Brunswick.

2. Lack of reception facilities

It is to be deplored that the proper authorities did not pass legislation a decade ago to require sets designed to receive both VHF and UHF. Even if legislation to that effect were passed now, we feel that the general use of UHF would not spread too much within the province before a decade, thus, further hampering Educational Television planning.

Such legislation, if it were passed, would have to be drafted so as to prevent the dumping of sets in areas or provinces where UHF stations are not yet operating.

3. Lack of financial resources

The Department of Education is fully aware of the heavy financial demands for education services and is determined to ensure that all expenditures results in educational improvements in the school system. Because of uncertainties as to the type of television installation that will be recommended,

the local boards of trustees as well as the Department, are justifiably very cautious in authorizing expenditures for any technological innovations without knowing if such innovations will be educationally useful and financially sound.

4. Time-tabling and programmes limitations

It is often pointed out that in many schools, time-tabling limitations and curriculum restrictions would prevent full utilization of broadcast programmes. This seems to indicate that instead of investing considerable sums in the construction of transmitters and networks a fraction of the amounts could be more profitably invested in more flexible apparatus such as video-tapes recorders and closed-circuit systems.

PROGRAMMES ORIGINATING OUTSIDE THE PROVINCE

The fact that there is a lack of provincially originating broadcast and production facilities does not mean that the population of New Brunswick is without any educational television.

Maine

A network of Maine stations WMEM—TV channel 10, Presque Isle; WMEB—TV channel 12, Orono and WMED—TV channel 13, Calais, owned by the University of Maine and affiliated with the Eastern Educational Network, the National Educational Television Network and the Maine Association of Broadcasters has been broadcasting for almost five years. The population of the Northwestern part and, the Western part of the province comprising the counties of Madawaska, Victoria, Carleton, York and Charlotte has been able to tune in directly on home sets or through community antenna systems.

Nova Scotia

The South and South Eastern portions of the province have been in the radiating pattern of the Nova Scotia school broadcasts. But because of major curriculum differences the Nova Scotia programmes have not been of much help to New Brunswick teachers or pupils.

Québec

The Northwestern and Northeastern portions of the province comprising the counties of Madawaska, Restigouche and Gloucester, a predominantly French speaking area, are cov-

ered through a series of privately owned stations and rebroadcasting sites from the province of Québec.

The Madawaska region is covered by CJBR—TV through a retransmitter (channel 13) situated near Edmundston. Some families in the area with adequate antennas or through the cable system tune in on the station in Rivière-du-Loup, CKRT—TV, channel 7.

A station situated across the Baie of Chaleur, CHAU-TV, serves the French language population of the Northeastern area, comprising parts of Restigouche and most of Gloucester Counties.

The three last mentioned stations are affiliates of the CBC French Network and as such have been offering since 1961 University credit courses and some of the programmes aired by the Québec Department of Education.

The University credit courses are also carried by station CBAF-T in Moncton. L'Université de Moncton, through an entente with the other French language universities, grants credits for televised courses.

As is the case with Nova Scotia school broadcasts, the programmes from the Quebec Department of Education school broadcast in the French language have not had much impact in New Brunswick.

It is to be said that school programmes originating in other provinces are presently considered unsuitable to our own purposes. We would hope that in the near future some form of interprovincial cooperation and planning in curriculum might lead to the production of quality programmes that could be exchanged.

PLANS UNDER STUDY

Since the signing in September 1966 of the *Agreement covering a comprehensive rural development plan for Northeast New Brunswick*, considerable interest in educational television in the province has been generated.

Sections 27, 28 and 29 of Part II dealing specifically with education read:

27. "The purpose and intent of this Part is to improve the educational facilities and opportunities in the area."
28. "The Province shall undertake a project of educational improvement in the area which shall provide for:

- (a) the extensive consolidation of schools and of school districts into new and larger districts the centres of which shall be situated in communities jointly approved by the parties hereto;

- (b) the investment during a period of five years from the date on which this Agreement becomes signed by both Canada and the Province of not less than \$21,600,000 with respect to schools serving the centres designated under sub-paragraph (a) hereof, but in any case secondary schools shall have first priority in respect of the said moneys;

- (c) an increased teacher-training program;

- (d) the completion and application of enriched curricula and other necessary elements to effective and efficient educational development."

29. "To create immediate impetus to raising educational and academic levels in the area, it is agreed that a programme shall be undertaken to provide facilities for education television subject to terms, conditions and operating arrangements which are in accord with the national policy on educational television now under consideration."

The lack of national policy on educational television matters has to this date prevented the pilot project in the designated area from becoming operational. Secondly, in the Department of Education views and policies are to provide a quality education to the whole province. It is difficult to reconcile the provincial interest with the federal views restricted to the designated pilot area only.

There is no doubt that more discussion with the interested authorities might lead to satisfactory arrangements.

Extensive plans for the pilot area have been made. See Appendix A for a summary and map.

The Research and Productivity Council of the province of New Brunswick has also conducted a study. See Appendix B.

It should be noted that in both plans, needs for VHF channels have been stressed, if continuing and adult education needs are to be served by any system.

As an alternate plan to the proposed plan for the Northeastern New Brunswick designated pilot area, a 2500 Megahertz network

for school use and industrial training centres in the area has been considered. See Appendix C. It is evident that to reach the adult population, the VHF station would have to be included in the planning.

The 2500 Megahertz network is much less expensive and could, at a later date, be expanded to cover the whole eastern coast and finally the whole province.

As there is presently no federal policy established for the use of the upper spectrum of the electromagnetic band, plans can not be elaborated.

Recently, the CBC has announced its intention of expanding its transmission facilities and providing within the province studios for production facilities in both languages. See Appendix D.

As the resources of the province are extremely taxed at the moment, it would appear that if the CBC is, in the near future, in any position to provide adequate coverage in both English and French languages, some modest Educational television planning might become a reality. Once well integrated with the teaching-learning process educational television is bound to expand.

SOME USES FOR EDUCATIONAL TELEVISION

Our needs for educational television could, at the present time, be classified into four general areas:

1. improvement of classroom instruction
 - (a) direct teaching from prescribed courses of studies
 - (b) direct teaching from authorized pilot programmes
 - (c) enrichment programmes
2. adult and continuing education
3. in-service training of teachers
 - (a) methodology and content of new instructional programmes
 - (b) use of various instructional media
 - (c) practice teaching
4. University extension
 - academic courses for the general public and teachers:
 - (a) on a credit basis
 - (b) on a non-credit basis.

In order to plan soundly the use of broadcast educational television within the province, the three factors of production, trans-

mission and reception facilities will have to be settled. A clear delineation of Federal and Provincial responsibilities in programming and financing will also need to be established. A debate on these various points is still being conducted in the field of broadcast television.

On the other hand, a narrow interpretation of the British North America Act prevents the sponsoring by the Federal government of valid closed-circuit educational television pilot programmes in schools of the province. It is felt that much ground could have been covered during the past ten years in the use of the medium had the Provincial government been in a position to submit plans and obtain financial assistance applied towards the cost of closed-circuit equipment such as receiving sets, cine-shows, cameras, video-tape recorders and the training of teachers in the effective use of the equipment.

Other countries have had generous policies established that served to launch educational television. It is to be strongly deplored that a narrow legalistic approach of an act drafted over a century ago, in an era of pony-express communications is made to serve a generation living in an age of instant electronic communications. Education cannot but suffer from such a lag in our thinking.

Educational Television Council

The proposed creation of an Educational Television Council comprising Department of Education officials, Labour and Industry representatives and members from the Community Improvement Corporation, Arda, Research and Productivity Council, Teachers' Organizations and Universities, is bound to give coherence to short term and long term plans already envisaged.

RECOMMENDATIONS

(1) Reallocation of VHF and UHF channels

A thorough investigation by an independent body on the matter of VHF and UHF channels' reallocation be undertaken. The air waves is a natural resource that should not be allowed to be polluted as was the case of most of our waterways.

If education is to have priority in our society, a reallocation of VHF and UHF channels to cover all populated areas is urgent.

(2) 2500 Megahertz

Definite plans should be completed by the Department of Transport for the use

of the 2500 Megahertz band and upper bands when feed back systems are considered.

- (3) Establishment of an interprovincial bilingual center to provide:
 - (a) exchange of research information
 - (b) exchange of taped materials
 - (c) exchange of technical data
 - (d) exchange of personnel.
- (4) Provisions for Federal financial assistance to provinces wishing to establish closed-circuit education television pilot-programmes.
- (5) The creation of a bilingual television institute to train students in all the aspects of television as an art and as an Industry. (Hopefully, the institute could become a national training center for students desirous to work in the communica-

tion field. It is suggested that plans to include such an institute in the development plan for Northeast New Brunswick. The institute could be located with studios in Bathurst.)

CONCLUSION

We hope this submission has helped to clarify some of the problems that New Brunswick has encountered and will encounter in planning educational television.

Ultimately, a total communication system centered on the learner should be devised. We feel that in the present stage of technological development television is still too teacher centered. This might be one of the reasons for the teachers' fears when facing the medium. When instant communication is possible the teacher might again cope with his rôle as an educator.

(APPENDIX A
TO NEW BRUNSWICK BRIEF)

SUMMARY OF PROPOSED
EDUCATIONAL TELEVISION
PLANS - ARDA

Integrated Education Program, prepared by the ARDA Task Force.

The plan would provide coverage of Restigouche and Gloucester counties and the parish of Alnwick in Northumberland county (northeast New Brunswick designated area). The number of school pupils reached could be as high as 33,000. Main studios would be located in Bathurst with the main transmitter

in the parish of Allardville. A rebroadcast site on a hill near Massabielle in Beresford parish would beam the signals toward Black Point from where programmes would have to be fed to a cable network serving all parishes west of Black Point.

The three-channel UHF initial channel could later be extended to a six-channel operation in the area.

Capital Cost

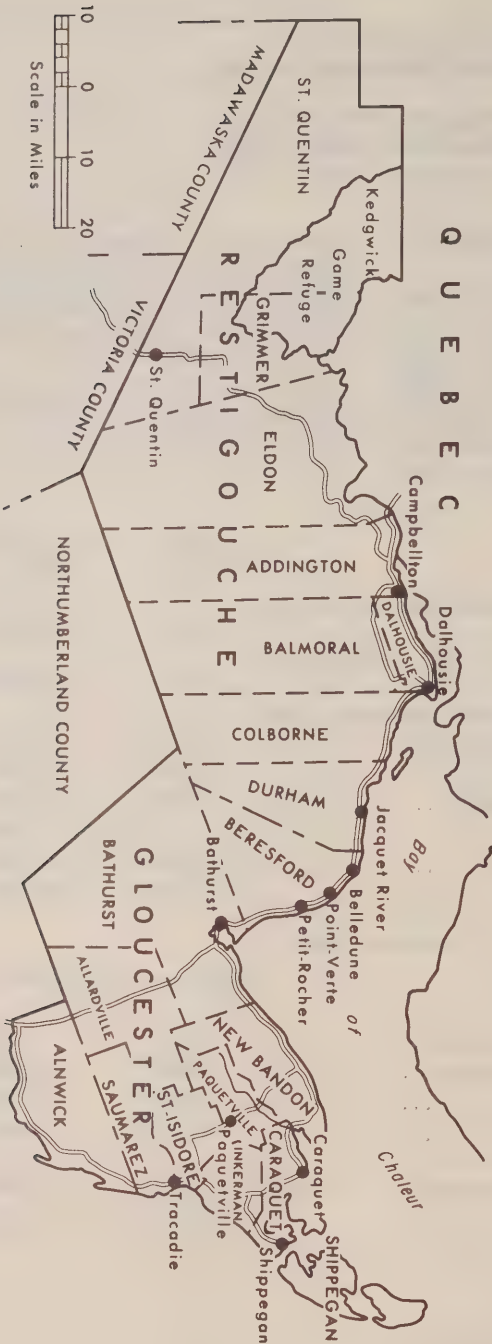
Items	Initial System 3 Ch.	Final System 6 Ch.
—Camera, studio equipment and installation (2 studios)	\$ 290,620	\$ 462,120
—Transmitting, cable equipment and installation	1,153,679	1,550,693
—Receiving equipment and installation (266 receiving points, 1,208 receivers)	334,110	334,110
—Equipment total	1,778,409	2,346,923
—Studio building (2 studios)	689,765	689,765
Total capital expenditures	\$ 4,246,583	\$ 5,383,611

Operating Cost

Items	Initial System 3 Ch.	Final System 6 Ch.
—Technical personnel training	\$ 16,200	\$ 500
—Technical personnel salaries	46,000	46,000
—Production expenses	92,000	92,000
—Teachers salaries	50,000	50,000
Total (less depreciation reserve)	\$ 204,200	\$ 188,500
(Depreciation Reserve	\$ 150,000	\$ 150,000)

Schedule A

MAP SHOWING THE LOCATION AFFECTED
BY THE
AGREEMENT COVERING A COMPREHENSIVE RURAL
DEVELOPMENT PLAN FOR
NORTHEAST NEW BRUNSWICK



(APPENDIX B
TO NEW BRUNSWICK BRIEF)

SUMMARY OF RESEARCH AND
PRODUCTIVITY COUNCIL STUDY

Educational Television in New Brunswick, prepared by P. B. Aitken, New Brunswick Research and Productivity Council, January 1967.

The system calls for studios and other programmed production facilities located in Fredericton.

The system is scheduled to operate during school terms and week days only (180 days per year).

Technical characteristics of system:

- (I) One VHF channel to cover all significantly inhabited areas to provide 7½ hours per day of programme for elementary schools, and 6 hours per day of programme for continuing education.
- (II) Three channels—2500 Megahertz or ultrahigh frequencies for all junior and high schools in the Province, operating 7½ hours per day. Each video channel to have two audio channels to allow English and French commentaries to be transmitted simultaneously.

COSTS

A. Costs of rental	
Transmission	
Classroom Education	\$ 3,009,000
Continuing Education	1,185,000
<hr/>	
Total	\$ 4,194,000
Studio	
Classroom and Continuing Education	1,585,000
Local Distribution & Receiving Classroom System only	276,000
<hr/>	
Estimate of annual rental for complete system	\$ 6,055,000
B. Production costs	
Programme transmission time per day:	
—3 channels high and junior high school at 7½ hours per day	22½ hours
—1 channel elementary schools and adult at 13½ hours per day	13½ hours
<hr/>	
36 hours	
Required programme production time: $36/9 = 4$ hours per day.	
Annual production costs:	
—4 production teams at \$30,000	\$ 120,000
—production supporting staff	40,000
<hr/>	
\$ 160,000	
Programme production hours per year: 4×180 days = 720	
<hr/>	
Programme production per hour = \$222	

C. Total costs	
Transmission	\$ 6,055,000
Production	160,000
Administration	100,000
	<u>\$ 6,315,000</u>
Proposed experimental programme:	
Location:	Fredericton
Time:	5 years
Transmission:	VHF, 35-50 miles radius.
Costs:	
Capital	\$ 1,500,000
Operating	200,000

(APPENDIX C
TO NEW BRUNSWICK BRIEF)

CURRICULUM AND RESEARCH BRANCH PROPOSAL
CAPITAL COSTS

	Low	High
Fully equipped studio	\$ 65,000	\$ 400,000
¹ Basic live studio	24,000	100,000
¹ Single camera system	2,000	18,500
¹ Mobile Unit		
$\frac{1}{2}$ ton van	2,600	4,200
5 ton	4,200	7,000
Custom built body	3,400	14,000
Remote Camera with remote zoom lens ..	1,400	9,500
Remote pan and tilt	695	1,100
Test Equipment	1,800	6,000
Sync. Generator	700	8,000
Special Effects Generator	1,300	14,000
Routing Switcher	180	48,000

Instructional Television Fixed Service
2500 Megahertz System

	Low	Median	High
Transmitter	\$ 13,500	\$ 21,000	\$ 30,000
Additional channel	8,000	10,500	14,000
Down converter one per building	1,250	1,450	1,600
Distribution system per outlet			
New Construction	40	50	60
Existing construction	60	70	80
Consultant survey fees \$60 per school.			

¹To be provided as system is expanded

PRELIMINARY COSTS

Technical specifications	\$ 10,000
Studio building drawings and specification preparation	40,000
Brief preparation B.B.G. and D.O.T.	20,000
Consultant survey fees	20,000
\$60 per school, 250 schools	15,000
Equipment supply and installation organization and surveillance	20,000
	<hr/>
	\$ 125,000

PILOT AREA

	Classrooms	Buildings	Pupils
Elementary	713	215	19,379
High School	487	43	13,452
Industrial Centres	8	8	400
	<hr/>	<hr/>	<hr/>
	1208	266	33,231

EDUCATIONAL TELEVISION BASIC

Pilot Project—2500 Megahertz system, 4 channels
Instructional Television Fixed Service (ITFS)

MEDIAN CAPITAL COSTS

6 Transmitters low-powered, 10 watts	\$ 124,000
3 Additional channels per transmitter	63,000
258 Down converters and antennas at \$1,450 each .	374,000
1200 Receiving sets at \$300 each	360,000
1200 Distribution outlets at \$70	84,000
Fully equipped studios	400,000
	<hr/>
	\$ 1,405,100

OPERATING COSTS

Personnel:

6 Television teachers	\$ 72,000
Production personnel	90,000
Clerical staff	15,000
	<hr/>
	\$ 177,000

Maintenance:

10% per year of initial costs of receiving sets	36,000
5% per year of initial cost of basic transmitting equipment	29,000
	<hr/>
	\$ 65,000

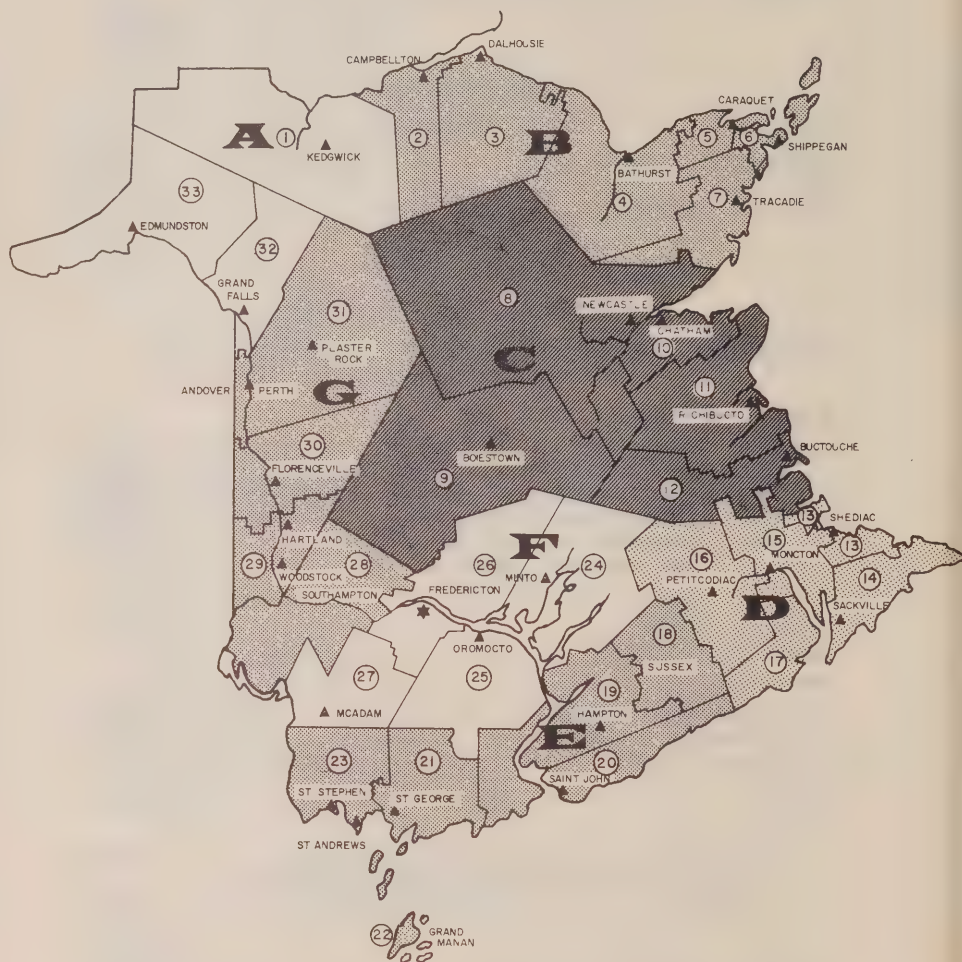
Total operating costs:	\$ 242,000
Total costs for basic pilot system:	\$ 1,647,100

COST TO EQUIP INDUSTRIAL CENTRES

No extra costs for transmitters or additional channels ..	—
8 Down converters at \$1,450 each	\$ 11,600
24 25-27 in receiving sets at \$300 each	7,200
24 Distribution outlets at \$70 each	1,680
	<hr/>
	\$ 20,480

NEW BRUNSWICK

SCHOOL DISTRICTS AND REGIONS



NOUVEAU — BRUNSWICK

DISTRICTS ET REGIONS SCOLAIRES

(APPENDIX D TO NEW BRUNSWICK BRIEF)

Summary of Canadian Broadcasting
Corporation proposal and the
Department of Education
commentaries.

A. The plans of the CBC for transmitters and studio facilities in the Province of New Brunswick are the following:

1. In April of 1968, application to the Board of Broadcast Governors for a maximum power station to be located between Saint John and Fredericton to provide service to the area in the English language.

2. Construction of a rebroadcast transmitter to serve the northwestern part of the province.

3. Disaffiliation from the CBC network of the privately owned Saint John station to provide a second service to that area of the Province.

4. Application, in April of 1968, to the B.B.G. for authority to establish two UHF French language television stations, one to serve the Saint John area, the other in the Fredericton area.

5. Construction to increase the coverage of the present French language station, CBAF-T in Moncton. Educational programmes required by the Department of Education could be produced in the Moncton studios in both the French and the English language. Eventually, a major English language studio installation, equivalent to the one in Moncton, would be provided in either Saint John or Fredericton.

B. Commentaries of the Department of Education

The reaction of the Department of Education to the CBC proposals are summarized:

The plan as proposed is definitely a marked improvement on the facilities presently available. It seems that the urban areas of the three major cities of the province might be adequately covered in both the English and French languages. Moreover, the Saint John river valley which has (in the past) been in the radiating pattern of bordering Maine transmitters may in the future become a Canadian domain.

If the CHSJ-TV satellite transmitter situated at Bonnaccord were reallocated to the CBC, the few English speaking families of the upper reaches of the Saint John River would get adequate coverage.

The criticisms that can be levelled at the proposed plan could be summarized as follows:

1. No coverage in the French language for the area covered by Madawaska County and the North Western part of Victoria County. The area is over 95 per cent French speaking and a large portion of its inhabitants are French monolinguals.

2. No mention is made to provide services in the French language for the area covered by Restigouche, Gloucester and part of Northumberland Counties.

The two areas described, specially the second, are in greatest need of provincially originating broadcast and transmission facilities.

The Department of Education and specially the Curriculum Branch would have strong reservations to a system that would leave the two areas described above in the same situation as they have been in the past decade with respect to television coverage in the French language.

Over 1,600 classrooms¹ comprising some 42,000 pupils¹ are to be found in the North Western and North Eastern area of the province. French Curriculum is presently undergoing major and long awaited renewal. We strongly feel that any type of educational television planning must of necessity include the areas that have been sorely neglected in the past.

Due to the wide scatter of the French speaking population along the coastal area of the province, the transmission facilities of CBAF-T, Moncton will have to be greatly expanded.

It should also be pointed out that the English language studio facilities are very nebulous at this stage. We feel that more definite and comprehensive proposals will have to be planned.

Education being a provincial responsibility and inter-provincial cooperation in the field of Curriculum planning and building, still non-existent, studios and transmitting facilities originating within the province in both languages is a sine qua non condition of any sound educational television planning.

Figures taken from the ANNUAL report of the Department of Education of the Province of New Brunswick for the School Year ended June 30, 1966.

Classrooms	
Madawaska	402
Restigouche	396
Gloucester	764
Victoria	90
	<hr/>
	1,652
Pupils	
Madawaska	
Elementary	9,144
Secondary	1,541
Restigouche	
Elementary	9,581
Secondary	1,868
Gloucester	
Elementary	17,329
Secondary	2,999
Victoria	
Elementary	1,200 (approximate)
Secondary	400 (approximate)
	<hr/>
	42,062

APPENDIX "L"

BRIEF ON THE ORGANIZATION OF
EDUCATIONAL BROADCASTING
IN CANADA

(SUMMARY)

To the Honourable Judy LaMarsh,
Secretary of State,
and to the
Permanent Committee on Broadcasting,
Films, and Assistance
to the Arts

PRESENTATION

The Brief proper begins at chapter IV, the three preceding chapters being only the general presentation of the contents: preliminary remarks (chapter I), policy and comments (chapter II), definition terms (chapter III).

CHAPTER IV—RESPONSIBILITIES
CONCERNING EDUCATIONAL
BROADCASTING1. *Responsibilities*

In the matter of educational broadcasting, the answer to the problem of sharing responsibilities, either federal, provincial or federal-provincial, must take into account the Canadian scene of 1967.

Most of the briefs submitted to the Board of Governors of Broadcasting in 1966 extend provincial responsibilities in the use of radio and television for the purpose of education, but they consider them as a supplement to existing services.

Since 1867, the concepts of culture and teaching have evolved following the advent of continuing education. This favoured the expansion of teaching and the re-evaluation in the matter of sharing federal and provincial responsibilities in the fields of culture and teaching.

The use of communication media for teaching and the expansion of culture is desirable. However, the use of a federal system of broadcasting supposes that all that concerns the pedagogical aspect is of provincial jurisdiction. This does not, for that matter, exclude broadcasting systems which would belong to the provinces.

The Federal State should favour the exchange of means of learning between the provinces through an exchange bureau or broadcasting stations.

2. *The use of educational broadcasting*

Relations between broadcasting and education: practical applications:

1st—The State Corporation continues to broadcast different kinds of programs of culture and entertainment.

2nd—The State Corporation does not control the pedagogical activities linked with the school programs which are the extension of the broadcasts.

3rd—The provincial authorities are perfectly free to choose the programs to be followed for teaching purposes.

4th—The provinces, under present legislation, have the right to appropriate a permit for the production or the broadcasting of educational programs.

CHAPTER V—STATING OF THE
PROBLEM1. *The problem*

The fundamental problem is to conceive a way of organizing broadcasting in Canada which would satisfy completely the present and future needs of education.

2. *Suggested solutions*

Four solutions were suggested:

1st—Through the White Book: the creation of a federal body which would sign agreements with the provinces.

2nd—Through Radio Canada: this federal body would become a division inside its own structures.

3rd—Through the issuing of operating permits in favour of the provinces.

4th—Through the establishing of an interprovincial corporation of educational broadcasting.

CHAPTER VI—STUDY OF THE VARIOUS FORMS OF ORGANIZATION

This chapter gives full particulars concerning the four forms of organization mentioned at the end of the preceding chapter. We may refer to this if necessary.

CHAPTER VII—POSITION TAKEN BY THE ACELF

1. *First stand*

We suggest: 1st, that the right for each province to obtain the operating permits which will allow it to produce and broadcast educational programs be recognized, in theory and in practice, if any requests are made to this effect;

2nd, that the project that an interprovincial corporation of school broadcasting under the Canadian Council of Education Ministers be recognized preferably to others.

2. *Second stand*

Whatever the kind of educational broadcasting organization which will be adopted,

the appointment of a professional educator to the main position of administration of the Educational Broadcasting Board, with two professional educators as assistants, one being French speaking and the other English speaking.

the appointment of a professional educator for the Canadian Broadcasting Commission set up under Bill C-163 to represent the teachers.

CHAPTER VIII—RECOMMENDATIONS

1. The Acef recommends that, in the preparation of the part of the legislation on broadcasting concerning educational broadcasting, the policy and advice formulated in this document be taken into consideration.

2. The Acef recommends that, through a joint conference of the Ministers of Education and the Secretary of State in Ottawa, the

Federal Government formally consult the provinces and take into account their viewpoints in the preparation of the Bill concerning educational broadcasting.

3. The Acef recommends that the future national broadcasting board for educational purposes, if the provinces wish it to be organized, be a body completely distinct from the Canadian Broadcasting Corporation, now Radio Canada.

4. The Acef recommends that, in the setting up of the technical structures required to allow all the provinces the maximum use of radio and television for educational purposes, all adequate formula be examined on their merits and that the best be adopted, that is the establishing of an interprovincial corporation of educational broadcasting, as described in chapter VII.

5. The Acef recommends that, if the provinces wish to establish their own system, this legitimate desire and right be recognized; that, consequently, the federal plans tabled up till now should not be an obstacle to this.

6. The Acef recommends that the holders of permits for the use of airwaves (the State Corporation and private stations) be obliged to allow a certain amount of time at their antenna for school broadcasting.

7. The Acef recommends that all the financial aspects of the problem be studied, in order to ensure the permanency of the structure of an interprovincial corporation of educational broadcasting, as described in chapter V.

8. The Acef recommends that the provinces, according to requirements, deal without hesitation with all fields of education through broadcasting, and more particularly with the field of adult education, without hindering the related activities of the State Corporation and the private stations.

9. The Acef recommends that the new technical structures of broadcasting planned (production and broadcasting) meet the needs at the cultural level as well as the educational levels by uniting mechanisms which will be set up between broadcasting systems destined to the general public and the system of school broadcasting.

10. The Acef recommends that the provinces that wish to do so, in order to fulfill all their obligations of an educational nature, use

these technical structures meant for educational purposes in both documents which gave birth to this brief.

11. The Acelf recommends that, besides the educational programs of all nature, that they will broadcast in the future, the provinces consider it their duty to profit by the programs of the public and private stations which can, on the cultural level, really contribute to the effort of the teachers (plays, feature stories, instructional films, etc.).

12. The Acelf recommends that all provinces provide for, through means of exchange, the same radio and television programs for citizens of both cultures throughout all of Canada; for this purpose they make use of a coordination and exchange organization, for instance, the present Canadian School Broadcasting Commission.

13. The Acelf recommends that the general policies concerning broadcasting for educational purposes be sufficiently realistic and coordinated so as to prevent the repetition of such broadcasts destined to the general public.

14. The Acelf insists that unemployed airwaves be used for purpose of education when needed.

15. The Acelf recommends that the Federal and Provincial Authorities hasten to use radio and television, given their respective nature, to adapt systems of education to the highly technical nature of modern civilization.

16. The Acelf recommends that the provinces, on the production organization level already mentioned specifically and provincial technical broadcasts (if decided upon), entrust them to an "ad hoc" organization independent from provincial governments as such.

17. The Acelf recommends that the responsible Federal Authorities take the necessary steps in order that the manufacturers of receiving television sets attach, from a given date, to all receiving sets launched on the market, the appliances for wave length changing.

18. The Acelf recommends that the Federal and Provincial Authorities immediately initiate the necessary studies for the use of international communications by means of a satellite for the transmission and receiving broadcasts for educational purposes.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

Copies and complete sets are available to the public by subscription to the Queen's Printer. Cost varies according to Committees.

Translated by the General Bureau for Translation, Secretary of State.

ALISTAIR FRASER,
The Clerk of the House.

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament

1967-68

STANDING COMMITTEE

ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 14

TUESDAY, FEBRUARY 27, 1968

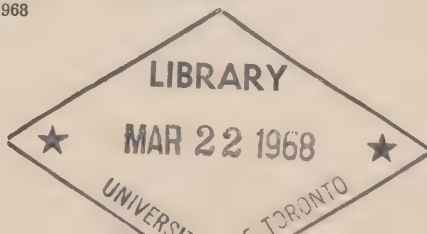
Respecting the

Subject-matter of broadcasting and televising
of Educational Programs.

WITNESSES:

From the Ontario Department of Education: The Honourable William G. Davis, Q.C., Minister of Education; and Mr. P. Bowers, Chief Engineer, Educational Television Branch. *From Metropolitan Educational Television Association of Toronto:* Mr. E. J. Brisebois, President; and Mr. Elwy Yost, Executive Director. *From the Ottawa Public School Board and The Collegiate Institute Board of Ottawa:* Mrs. Eileen Scotton, Chairman, Ottawa Public School Board; Mr. A. P. Hanwell, Assistant Superintendent of Schools, also in charge of E.T.V. Ottawa Public School Board; and Mr. Jack Livesley, Head of AV and E.T.V. Services, Collegiate Institute Board of Ottawa.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968



STANDING COMMITTEE ON BROADCASTING, FILMS
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Asselin
(*Charlevoix*),

Mr. Basford,

Mr. Béchard,

Mr. Brand,

Mr. Cantelon,

Mr. Cowan,

Mr. Fairweather,

Mr. Goyer,

Mr. Jamieson,

Mr. Johnston,

Mr. MacDonald

(*Prince*),

Mr. Mather,

Mr. Munro,

Mr. Nugent,

Mr. Pelletier,

Mr. Prittie,

Mr. Prud'homme,

Mr. Régimbal,

Mr. Reid,

Mr. Richard,

Mr. Sherman,

Mr. Simard—(24).

M. Slack,

Clerk of the Committee.

MINUTES OF PROCEEDINGS

TUESDAY, February 27, 1968.

(26)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 9.45 a.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Basford, Béchard, Berger, Cowan, Goyer, Jamieson, Mather, Pelletier, Prittie, Prud'homme, Reid, Richard, Stanbury—(13).

In attendance: From the Ontario Department of Education: The Honourable William G. Davis, Q.C., Minister of Education; Mr. G. L. Duffin, Assistant Deputy Minister, Instruction, Department of Education; Mr. T. R. Ide, Director, Educational Television Branch, Department of Education; Mr. D. J. Cook, Superintendent of Operations, Educational Television Branch; Mr. L. Lacroix, Assistant Superintendent, Bilingual Programming, Educational Television Branch; Mr. P. Bowers, Chief Engineer, Educational Television Branch. *From Metropolitan Educational Television Association of Toronto:* Mr. E. J. Brisebois, President; Mr. Elwy Yost, Executive Director.

The Committee resumed consideration of the subject-matter of broadcasting and television of Educational Programs.

The Chairman introduced the Hon. William Davis, who, after introducing his colleagues, made a statement on Educational Broadcasting and commented on the legislative proposals tabled by the Secretary of State.

Mr. Davis was questioned on his brief, assisted by Mr. Bowers, and he supplied additional information.

Agreed,—That the brief of the Ontario Department of Education be printed as an Appendix to the Minutes of Proceedings and Evidence of this day. (*See Appendix M*)

Mr. Davis agreed to provide members of the Committee with copies of the book "Research in Instructional Television and Film", a publication of the U.S. Department of Health, Education and Welfare.

The examination of the witnesses being concluded the Chairman thanked them for their presentation and they were permitted to retire.

The Chairman called Messrs. Brisebois and Yost of the Metropolitan Television Association of Toronto.

Mr. Brisebois made an introductory statement and then Mr. Yost read the brief of his Association on the future of Educational Television in Canada, commented on the legislative proposals tabled by the Secretary of State, and also referred to other areas of educational broadcasting.

Messrs. Yost and Brisebois were examined on their brief and supplied additional information.

The examination of the witnesses being concluded, the Chairman thanked them and they were permitted to retire.

At 12.55 p.m., the Committee adjourned until 3.00 p.m. this afternoon.

AFTERNOON SITTING

(27)

The Committee resumed at 3.15 p.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Basford, Béchar, Goyer, Jamieson, Mather, Pelletier, Prittie, Prud'homme, Richard, Stanbury—(10).

In attendance: From the Ottawa Public School Board and the Collegiate Institute Board of Ottawa: Mrs. Eileen Scotton, Chairman, Ottawa Public School Board; Mr. A. P. Hanwell, Assistant Superintendent of Schools, also in charge of E.T.V. Ottawa Public School Board; Mr. Jack Livesley, Head of AV. and E.T.V. Services, Collegiate Institute Board, Ottawa; Mr. Roy Bushfield, Chairman, Sub-committee for Educational Television.

The Chairman called the delegation from the Ottawa Public School Board and the Collegiate Institute Board of Ottawa.

Mrs. Scotton, after introducing her colleagues, made an opening statement.

Mr. Hanwell read the delegation's brief and was then examined on the brief, assisted by Mrs. Scotton and Mr. Livesley.

The examination of the witnesses being concluded, the Chairman thanked them for their assistance to the Committee.

At 5.00 p.m., the Committee adjourned until 9.30 a.m. on Thursday, February 29.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, February 27, 1968

• 0944

The Chairman: Gentlemen, the meeting will come to order. It is a particular pleasure to have with us this morning an old law school classmate of mine, the Minister of Education for Ontario, the Hon. William G. Davis. I will ask Mr. Davis to introduce his colleagues and then make his presentation to the Committee.

The hon. William G. Davis, Q.C. (Minister of Education, Province of Ontario): Thank you very much, Mr. Chairman. On my right is the Director of the ETV Branch of the Department, Mr. Ide. Next to him is Mr. Duffin, the Assistant Deputy Minister of the Department of Education. On his right, going down the side of the table, is Mr. Cook from the ETV Branch; Mr. Bowers, who is in charge of technical and engineering problems, and Mr. Lacroix, who looks after our bilingual and French language programming.

• 0945

Mr. Chairman, it is a pleasure for me to appear before you and the members of your committee on this occasion to outline the views of the Ontario Department of Education in what I feel—and I want to emphasize this—is one of the most exciting challenges for the growth of this jurisdiction, and that is the development of educational television systems. This new and dynamic medium, which so clearly exemplifies the tremendous technological advances which are being made in the second half of this century, has the potential to act as a key instrument in the creation of a complex educational system that is capable of developing the human resources of all of our people to meet the needs of this dynamic age.

Unfortunately the government had not announced its intentions in the area of educational television, as outlined in the statement by the Secretary of State when she appeared before this Committee on February 8, when we were invited to appear before this Committee. Therefore the brief of the Ontario Department of Education outlines our position

on educational television generally and it makes no specific reference to the proposals for the draft legislation.

As you no doubt noticed just before this committee meeting began, copies of the statement that I made in the Ontario Legislature yesterday afternoon were distributed to you. This statement gives some indication of my present thinking on the subject we are here to discuss. The Ontario Government intends to establish the Ontario Educational Broadcasting Authority, and such agency is to be directly responsible to the Minister of Education and, consequently, the Ontario Legislature. This agency will act as the provincial authority which is specified in the proposed bill that has been presented to you by the Secretary of State.

Our brief to this Committee is based upon the experience and the results which have been gained by the ETV Branch of the Ontario Department and, Mr. Chairman, I foresee that this Branch, which has advanced so far in a relatively short period of time, will form the nucleus of this new provincial authority.

As you will note from our brief, the necessary interest and concerns of the educational community at the provincial, regional and local levels are a necessary part of our plans. Some of these interests are the essential prerogative of the provincial authority, while others are the legitimate and desirable responsibilities of local authorities. We suggest that they will all have an important role to play.

As I stated in our brief, it is not the intention of the Ontario Government to argue the constitutional niceties of the situation at this time, particularly when what I believe to be a practical solution appears to be at hand. It is our sincere desire, Mr. Chairman and gentlemen, to work in a co-operative and friendly manner with the federal government in this very sensitive area so that substantial and concrete progress can be made for the development of a television system which will adequately meet the needs of the whole edu-

cational community in the Province of Ontario and provide each citizen of the province with the means of further education in the widest sense.

I fully concur with the Secretary of State that the legislative proposals are a convenient focus for this Committee in formulating an approach to educational television, and therefore I would like at this time to make a few comments on these proposals. It must be realized, however, that because the Minister's statement is not, strictly speaking, a bill but rather a draft proposal, that my remarks should not be considered as a formal position.

The Ontario Government favours the establishment of the Canadian Educational Broadcasting Agency as outlined in the draft proposal. However, with specific reference to section 2, subsection (d), I must emphasize that any attempt to define "educational programs" is not really within the prerogative of this Committee but is a matter which should be discussed, I respectfully suggest, at the federal-provincial level. Such definitions are directly related to the constitution of this country and the division of authority as laid down by it. As noted in the report of Mr. Arthur Tremblay, which has been included in the Reference Handbook on Educational Television prepared by the Board of Broadcast Governors, Mr. Justice Duff of the Supreme Court, in a decision handed down in 1938, stated thusly:

...by section 93, education is committed exclusively to the responsibility of the legislatures and that, as regards that subject, the powers of the legislatures are not affected by the clause at the end of section 91. We should perhaps also recall section 93 (as is well known) embodies one of the cardinal terms of the Confederation arrangement. Education, I may add, is, as I conceive it, employed in this section in its most comprehensive sense."

And I underline the words "in its most comprehensive sense."

• 0950

However, I should point out that in our plans we have no intention of developing an educational television system for the province to either compete with the CBC or other commercial broadcasters. However, it is our intention to respond to the legitimate needs of the whole educational community within the boundaries of the province. With reference,

Mr. Chairman and gentlemen, to section 8 of the proposal, I hope that provision will be made for *adequate funding*—and I once again underline the words "adequate funding"—of the agency to facilitate the rapid development of educational broadcasting in Canada. I fully agree with the Secretary of State's White Paper on Broadcasting, wherein it is stated:

Federal policies in the field of communication must not work to impede but must facilitate the proper discharge of provincial responsibilities for education.

With respect, Mr. Chairman, I think this is a fairly relevant part of the White Paper. However, I must confess I have some reservations concerning the powers of the agency as laid down in section 9, subsection (1). These sections should not be construed as giving the federal agency the power of ultimate decision as to programming on the various educational television networks or stations. This power must be retained by the provincial educational authority as noted in section 10, section 12 (2), and section 13 (a). The provincial authority must have the ultimate priority in programming. With respect to section 12, I should state that it is the intention of the Ontario education authority to contract for the full utilization of the network to be built in our province.

With reference to the use of existing facilities outlined in section 9, subsection 2, we have no intention to interfere with the plans of other provinces in utilizing existing means of transmission, although our plans call for a separate network to be used exclusively for education.

Most of the remaining sections on the proposal, Mr. Chairman, deal with the incorporation of the Agency and its internal procedures. As these are based on already well established precedents, there is no need for comment on these matters, which are of the federal jurisdiction.

However, with regard to the amendments of the Broadcasting Act, I would like to refer to section 27 of the draft. As stated in our brief, it is the position of the Ontario Government to request the reservation of existing VHF channels where they are available. It seems really ridiculous, and I use this term advisedly, to deny to the people of Northern Ontario, where such channels are available, the best possible means of reception. It just does not appear to make much sense to us. In addition, the cost of transmission and recep-

tion of UHF signals is considerably higher than with VHF. Why should the people of our province—and obviously, Mr. Chairman, I am speaking only of our own province but indirectly of the whole country—be required to pay in taxes the additional cost of UHF transmission in areas where it is not necessary?

Finally, I noted with interest a question which was raised in an earlier sitting of this Committee concerning the lack of research on the effectiveness of televised instruction. I have here, and I shall undertake, Mr. Chairman, if the members of your Committee so desire, to obtain additional copies, a copy of the book, *Research in Instructional Television and Film*, a publication of the United States Department of Health, Education and Welfare which describes over 300 research studies in this field. Not one of these studies indicates a lessening of teaching effectiveness with the introduction of television into education. I would be more than happy, as I say, to have copies made available, Mr. Chairman, for the members of your Committee.

• 0955

In concluding these remarks, I do want to emphasize one or two aspects. One relates directly to the legislation itself, and without getting into any discussion as to the constitutional position at this point, I submit with respect once again that the definition as suggested in the legislation with respect to educational broadcasting is far too narrow in its concept. Although I would be quite prepared to enter into a dialogue this morning as to what one might mean, philosophically, by education in the year 1968, I say most sincerely to you, Mr. Chairman, and to the members of your Committee that we feel very strongly that the definition as contained in the draft legislation does not include what we feel should be the total educational situation in the year 1968 and beyond. It might have been the case 20 years ago, but I certainly do not believe it to be the case at the present time and I very earnestly suggest that your Committee direct some very specific and, I hope, broad thinking to the question of definition of educational television and broadcasting as is outlined in the draft bill. I think it is really very relevant.

The other point, Mr. Chairman, that I wish to bring to your attention and to the Committee's attention is that in the Province of Ontario at the present moment we have about a

million eight hundred and thirty some thousand young people in the formal educational system, and they are moving through the system at the rate of several thousand per year. In other words, there will be thirty some thousand graduating from Grade XIII this year. There will be some, perhaps 40,000 or 50,000, completing their Grade XII this year. This number is increasing from a percentage standpoint and it is happening every day in the week.

The point I am trying to make is that Ontario made a proposal to the BBG some many months ago requesting the allocation of some form of transmission facility for educational television. I think it is fair to state, Mr. Chairman, that Ontario—the Department and the Minister—have been understandingly patient because of the very definite problems that are inherent in this particular field. But, Mr. Chairman, I think surely we have reached a point where you and your Committee can give some direction, I hope some impetus, to the finality of this matter because the educational process is going on day by day. Who knows how many thousands of youngsters—and adults, incidentally—could be profiting from a comprehensive system of educational television but who are being perhaps prejudiced because we have not been able yet to find the proper way or means of developing ETV on a comprehensive basis, certainly within our own province?

I think, Mr. Chairman—and I say this as one who has some slight knowledge of this particular problem—that you and your Committee are in a position to very definitely assist the rapid development of educational broadcasting in this jurisdiction, and I wish to emphasize that from Ontario's point of view we have indeed, I believe, been fairly patient, but at the same time we are most anxious to bring this matter to some finality.

In concluding, Mr. Chairman, I would like to draw your attention to our proposal for a provincial broadcasting system which would make use of all possible means of transmission and distribution. The need for the allocation of open channels as an integral part of our proposed educational television system is why we are appearing before your Committee today. Our multi-system approach is designed to provide an equal opportunity for education to all citizens of our province—and I emphasize this because this is where we feel the definition could be very restrictive—both in

the home and in the school and, quite frankly, at the most reasonable cost to the taxpayer. I suggest this as every citizen's right and perhaps, Mr. Chairman, with respect, this is our collective obligation.

The Chairman: Thank you, Mr. Davis.

Mr. Prittie: Thank you, Mr. Chairman. First of all I would like to congratulate the Minister and the Department on their excellent brief and on the work they have done generally in educational television. Coming from a province where very little is being done, I am quite impressed with what the Province of Ontario and some of the regions of Ontario have done. I notice we are hearing briefs later this morning from the Metropolitan Educational Television Association of Toronto and the City of Ottawa Public School Board and the Collegiate Institute Board of Ottawa.

• 1000

I have only a couple of questions because I know that other members want to question Mr. Davis. Mr. Davis has quoted section 93 and the decision of Judge Duff concerning jurisdiction in education. Without going too deeply into this rather sticky constitutional question, I would like to raise this thought with Mr. Davis. He is aware of the distinction which the federal government now draws between education and manpower. We have heard a great deal about the necessity for retraining or re-education throughout a person's lifetime. Obviously, the federal Department of Manpower has quite a role to play in that. It seems to me that this role cannot be played properly unless the facilities of educational television are used to a certain extent, and I would like Mr. Davis' general comments on the role of the federal Department of Manpower. For example, would he see it in specific cases, using the facilities of the educational television in any given province?

Referring to the news report of his statement in the Ontario legislature yesterday, he does suggest an authority which is rather representative—more than just the Department of Education. For example, would he see the federal Department of Manpower having a voice or a representative on such a committee?

Mr. Davis: Mr. Chairman, through you to Mr. Prittie, our thinking as to the actual

representation on the authority has not, of course, been finalized. I might direct my, shall we say impromptu, answer to the first part of your question at least—and I should point out and I think in fairness I have expressed this view before and I do not mean to precipitate any debate here this morning—and I must say this: that philosophically it has been very difficult for us to accept the federal distinction between training and education.

Mr. Prittie: Me, too.

Mr. Davis: My theory has been and continues to be and I hope will not alter that all of this is part of a general educational process; and that to say that a person who is undergoing a form of specific training is not involved in some aspect of education to me is a contradiction of what we are attempting to do in the total educational process.

But I do not want to become involved, Mr. Chairman, in this particular debate this morning, although I think it really has some relevance; so that from a straight philosophical standpoint, Ontario has always taken the position that education should be looked at in its total context today and that is why I suggest the Committee should really look very carefully at the definition of education contained in the proposed legislation.

With respect to the method that might be used, assuming that the federal government continues its interest in manpower training as distinct from education I see no difficulty, Mr. Prittie, in some way or other—and I cannot specify here this morning—the Ontario educational TV or broadcasting authority working in a co-operative sense. We really intend to be and, as I think was demonstrated, we really are co-operative in the Province of Ontario in the field of manpower training and education because, in the final analysis, we all want to accomplish something.

I think ways and means can be found whereby perhaps the federal Department of Manpower may say to us, just as an example: "We have a course that we would like to see developed for manpower training that could relate to specific needs. Would you either produce or include this in your programming in the hours that are available?"

I think, Mr. Prittie, this can be reconciled without any difficulty whatsoever. I do not

see it as a major problem, although as I say philosophically we think this is part of the educational process.

Mr. Prittie: Thank you. Mr. Chairman, there is one other point which I think might as well be faced. There are some political problems—this is an understatement at the moment—and the provinces of Ontario and Alberta both have been very anxious to proceed with getting the transmission facilities for ETV and Mr. Davis has pointed out their disappointment in having had to wait so long.

I doubt that any bill on educational television is going to pass in the next couple of months, but there will be a new session of Parliament, I suppose, in May and June. You would be anxious to see this as a priority so that perhaps you could begin something for the next school year in September.

Mr. Davis: Actually, Mr. Prittie, we would like to see this not only as a priority—and I would not comment on the possibilities of this legislation passing in this current session; that is certainly something beyond my control and perhaps that of the members of this Committee—but because we face a very relevant time factor. Even if there is a session in, say May or June and it is passed then, the lead time that we need really is far greater than July and August to prepare comprehensive programming for September, 1968. We are talking really about 1969 at the earliest, and every day that goes by makes the academic year of 1969 that much more difficult to attain.

• 1005

You see, you cannot develop or produce a series of telecasts in two months that really have any validity if this is all the time available to us. As each day and week go by, this could mean not two months' postponement but a full year. This is why, Mr. Chairman and Mr. Prittie, it is very important to us that we get some finality as soon as possible.

Mr. Prittie: I wonder, Mr. Chairman, whether there is any delay in Ottawa in this Committee's reporting and eventual legislation passing. Mr. Davis has mentioned available VHF channels in Northern Ontario which could be used. Is there any way that his Department can use these pending federal legislation and actual voting of the money to build

the facilities? In other words, if they had BBG clearance to use channels, is there any possibility that they can proceed?

Mr. Davis: Mr. Chairman, I think from a technical point of view it is something we would have to study very carefully. If they were available from a technical point of view and from an economic point of view I think we would be prepared to move ahead with them.

I see a certain contradiction or conflict here, though. If the final position is to be that the federal agency will be responsible both from an administrative and financial standpoint for the transmission facility and the provincial authorities responsible for the actual production or the development of the educational part of the co-operative approach it could be that this would negate the possibility of using VHF. But certainly, as the Department that has the jurisdiction, we would be prepared to take a look at the possibility.

Mr. Prittie: Mr. Chairman, my last question deals with the other two briefs that we are going to hear today, the one from the Metropolitan Educational Television Association of Toronto and the joint brief of the Ottawa Public School Board and the Ottawa Collegiate Institute Board.

I wonder whether the Minister or his officials have had time to look over these briefs to see whether they fit in with the Department's plans or if there is conflict. The Ottawa brief particularly places great stress upon the use of the established local facilities in educational broadcasting. This is the only city in which I have had a chance to watch educational broadcasting and it is really quite good here, in my opinion.

Mr. Davis: Mr. Chairman, I have read the briefs, I should not say hurriedly because I read them with some care, but I suppose it is a question of interpretation or degree. We do not see any conflict with the position that we are proposing to the Committee. I think it should be kept in mind that as a Department we have a total responsibility to the entire province, and in our philosophical approach to this we are including in our plans the desirability of certain regional areas playing very definite roles so far as ETV is concerned.

In other words, we feel the total program has such great potential that it is going to require all of those who have something to contribute to utilize it to its maximum, and we see a role for both the Ottawa situation, for META and there may be one or two others. But we should always keep in mind, Mr. Chairman, that while we can define perhaps five or six areas in the province where some degree of local resource is available, in the final analysis the Department's responsibility must be to the total educational system and geographically, and perhaps numerically, there are more areas in the province that just do not have either the machinery or the dollars, quite frankly, to do this, and where we as a provincial agency must provide the leadership and, quite frankly, the financing.

• 1010

But we do not see any conflict, philosophically or administratively, with the position presented by META and the Ottawa Board so far as our presentation is concerned. I think if any disagreement should develop it would be only on the basis of degree or extent, or perhaps the Ottawa people, META and one or two others that might develop would be anxious to see what funds might be available to them from the provincial authority.

I think with respect—and they can speak for themselves—and I cannot refer to Ottawa specifically, that META would like to see some assistance of a financial nature from the provincial authority.

Mr. Prittie: Thank you, Mr. Chairman.

Mr. Jamieson: Mr. Davis, it is obvious that you have been reading some of the previous evidence given to this Committee. You know the difficulty—in fact, you made some reference to it—of trying to confine this type of questioning and discussion to areas that are exclusively federal, and also of trying to get some of these definitions. I welcome your comment that to a degree at least we can carry on a fairly wide-ranging discussion because I am not at all sure it is possible to question effectively while staying strictly to hard and fast rules.

Mr. Davis: So long, Mr. Chairman, as Mr. Jamieson realizes that when we get into some of these wide-ranging discussions the Minister may not be able to tell you all you would like

to know, but I have some people here who perhaps have the specific information.

Mr. Jamieson: I understand; also, of course, it is perfectly obvious that this is just a sort of general discussion and is non-committal in the sense of policy matters.

I take from your brief that the authority you propose to set up is going to be more or less fully representative, but you made the comment that it would be answerable to the Minister and, therefore, indirectly or perhaps even directly to the legislature. Do you see the Minister having what might be described as veto powers over the decisions of a committee such as this?

Mr. Davis: Of course, when one is discussing these matters, and perhaps one cannot avoid it, I personally—and I speak for the department and I hope for the government—always take a very positive approach to these situations. We do not look for, shall we say, the negative aspects from the beginning.

I know the question of the Minister—and I use this term in a very technical sense, leaving personalities out of it—being in a position to veto or dictate the functions of any proposed authority is relevant. I accept this. But at the same time, Mr. Jamieson, when we are in an area that is relatively new, where there is such a tremendous opportunity, a real opportunity to do something worthwhile, surely we should take the approach that we are dealing with people of intelligence, we are dealing with people of good will who basically are endeavouring to develop a medium that will enhance the educational process in whatever jurisdiction we might be interested. Really, how relevant are discussions of powers of veto or the influence of ministers or government? I could say no, that I do not anticipate the minister would have any veto, but then you get into the practical situation where in the final analysis the minister is going to have to account to the legislature and, through the legislature, to the tax-paying public in the province of Ontario for the dollars spent, and surely the minister must be in a position to say to any authority, whether it is educational television broadcasting or the curriculum branch of his department: "Ladies and gentlemen, we just have not enough dollars to do all that you want to do." To a degree, one might construe that as a power of veto and I do not think you intend that.

• 1015

Mr. Jamieson: No, I am speaking purely and simply in terms of a measure of control or, if you like, a lack of control over the material broadcasts.

Mr. Davis: Mr. Jamieson, I am trying to be helpful here. Can you draw a parallel between the function of the curriculum branch and the Department as it relates to text books, and is there not a similarity, certainly as far as in-school broadcasts are concerned? The department, traditionally, and this is true in every jurisdiction in the western world that I know about, has the responsibility for the approval or otherwise of text books to be used within the school system. Now is this not perhaps a legitimate parallel to be used as far as in-school telecasts are concerned?

Mr. Jamieson: Yes. I do not think there is any question but that the problem is minimal when it is referring directly to instructional television, but fears have been expressed in your province, elsewhere across the country, and I think to this Committee, that perhaps in respect of this whole set-up we may be setting ourselves into a situation which is in direct contradiction to what has been a basic concept of broadcasting policy in Canada—that is, the insistence from the beginning on a lack of involvement by government agencies in broadcasting from the standpoint of programming in particular.

Mr. Davis: Well I do not say it is not a problem, Mr. Jamieson, but I think it is surely something that we must accept could exist, and as we develop our own procedures and as the federal authority develops its procedures this is a matter that once again, through the dealings of intelligent individuals, we can successfully reconcile over a period of time. Mr. Chairman, I think if your Committee and we as a department tried to lay out in the year 1968 what the specific situation would be in 1978 or 1988, this would be an impossible task. Surely these are things that we can alter as time goes on if we find they are not functioning correctly.

Mr. Jamieson: I do not know whether we can alter the fundamental points that I am trying to make here. I take it you do not feel—and incidentally if this is your position I would be inclined to share it—that a provincial department of education can in fact abdicate some form of authority or control over the material broadcasts?

Mr. Davis: I think this is the situation that exists, certainly within the school broadcasts, and I think there is precedent for it. I think the other area, adult education or out-of-school broadcasts, is the grey area where once again experience may be the only way in which we will come to a permanent solution, if there is such a thing as a permanent solution.

Mr. Jamieson: Sir, you used the words “most comprehensive sense” when you were talking about the definition of education.

Mr. Davis: Yes.

Mr. Jamieson: Am I right in interpreting this in the sense that you would feel that anything that the provincial agency designated as education was in fact then education?

Mr. Davis: Well I do not know that the provincial agency will of necessity get into the field of designating what education is. I think there is perhaps a greater possibility that if this agency were to get into the question of definition it would be much broader than if it were done by the federal agency—that is, if one can go by existing situations or traditional experience.

Mr. Jamieson: I accept the necessity for a federal-provincial agreement on a definition, but perhaps you might be in a position to answer this question. If there was to be a disagreement or a dispute of some kind between federal and provincial agencies as to whether a particular program, series or any kind of a transmission did not constitute education, I take it that your view would be that the federal authority really has no role to play in that kind of a designation or argument.

Mr. Davis: I think there has to be an agreement on the question of definition. I would be optimistic that we could arrive at something that would be acceptable to both the federal authority and certainly our own province. I hope we can agree on this.

Mr. Jamieson: Have you or your colleagues attempted to draft your own definition as a substitute for the one that is in the proposed bill?

Mr. Davis: If the Chairman and the members of the Committee would like us to submit for your consideration a suggested definition, we would be delighted to do so.

Mr. Jamieson: Mr. Chairman, I think it would be useful to have this to get an expression of their views on it.

The Chairman: I am sure it would.

Mr. Davis: I do not want to presume on the function of the Committee at all, but I would be more than delighted to do this and send it on to you, Mr. Chairman.

The Chairman: Thank you.

Mr. Jamieson: Have you devised or thought through any particular process that would provide federal aid, and I am talking in the financial sense, for the development of educational broadcasting? You obviously lay a good deal of stress on the importance of this. How do you see it functioning? Do you see a sort of specific federal grant going to educational authorities such as the one you are setting up?

• 1020

Mr. Davis: I would say, Mr. Jamieson, if the decision is to divide the areas of responsibility, that the federal government is basically responsible for the provision of the transmission, whether it be through the existing situation or eventually through satellites or what have you, that the federal authority would be responsible for the capital financing and the carrying charges of the transmission facility, and that the provincial authority would have responsibility for the production and development of the material that is to be transmitted. To go back to Mr. Prittie's question, which is really quite relevant and one which would take some discussion and negotiation over a period of time, if a federal department, coming under what we would hope would be a comprehensive definition of education, felt it had a responsibility in a specific narrow area of education, we could by contract arrange to produce or to develop a program for that particular federal department. Perhaps this is one way we could do it. I am just thinking out loud on this issue this morning. Of course I would have to say that the province of Ontario would take no exception to a fiscal transfer of X number of points in the income tax index to assist us in our production problems in educational television broadcasting. We would not refuse it, Mr. Jamieson.

Mr. Jamieson: But apart from the provision of the hardware and the provision of the

funds for the operation of the hardware, whatever form it takes, the actual production of programming and the like would be a provincial responsibility from a financial as well as all other points of view, as you state?

Mr. Davis: Mr. Jamieson, I think we have to be consistent in the same way you people have to be consistent, and if we say that education is basically a provincial responsibility, that your responsibility is to give us the means whereby we can make this available to the public in the province of Ontario, then it is our responsibility, and how we finance this, whether the federal government in its wisdom makes more funds available in the total context, really is not relevant this morning. Mind you, I am always prepared to ask. I think that this is a fair division of financial responsibility.

Mr. Jamieson: You perhaps know that the province of New Brunswick was represented here last week and, perhaps in direct ratio to its own financial position, it indicated that it would not be adverse to taking direct federal funds to help with the production of material for educational television.

Mr. Davis: Yes. We would not be adverse to it either, but I am not asking for it.

Mr. Jamieson: Another group that was here last week mentioned the possibility of the establishment of an inter-provincial organization—perhaps you may have heard something of this proposal; I believe it was made by the Association of French Language Educators—which would be the actual licensed authority. In other words, all of the provinces would join a trans-Canada or cross-Canada organization. I take it that you would much prefer—and perhaps I might even go so far as to say that you would resist any attempt of this kind because you are dealing strictly with the province of Ontario?

Mr. Davis: I do not know whether it is a question of resisting any attempts of this kind, Mr. Jamieson. I think it is really a question of perhaps developing over a period of time a logical approach to the distribution or availability of programs produced in one part of Canada for the other provinces. Now from our standpoint, and when I say "our" I mean from mine as a minister and as Chairman of the Council of Ministers, we have already established a committee within the

Council of Ministers to study the implications of media, and of course I am including in that television, amongst all the provinces. One does not want to project thinking too far into the future but I think it is really quite conceivable—and I can only speak for Ontario—that if we produce programs within the Province of Ontario that can be helpful to our sister province they are going to be made available to them, and I think this will be a reciprocal arrangement as other provinces get into this field. I think we will be able to develop a high degree of co-operation, perhaps on an informal basis, between the provincial jurisdictions as they relate to education and so, when I say I do not disagree with the suggestion that was made, I do not think it is the best way to bring about inter-provincial co-operation. I think the other method I am suggesting makes greater sense.

Mr. Jamieson: I have just one final question, to give my colleagues a chance.

Concerning the VHF question you raised with regard to northern Ontario, are you satisfied from the research already done that even with a reallocation the use of VHF must, in fact, be confined to what might be described as the less heavily populated areas?

Mr. Davis: No, we are not saying that VHF is not available in Southern Ontario nor that we would be adverse to some consideration being given to it.

Mr. Jamieson: But your plan at the moment calls for UHF.

Mr. Davis: Yes, the plan at the moment, from a practical standpoint, is UHF.

Mr. Jamieson: Do you or your technical people anticipate or have you seen any problems with what might be described as a mixed technical system, that is, utilizing V's, U's, 2500 megacycle and so on?

Mr. Davis: No. I want to make clear that our technical people really feel that VHF can be utilized in Southern Ontario. I am looking at it from the point of view of some of the practical problems and the question of delay. From a technical standpoint I think they feel VHF could be made available in Southern Ontario; I want to make this clear but I recognize the practical problems involved.

• 1025

I think, and this is subject to correction, Mr. Chairman, that in our studies we feel we can relate any number of approaches. In other words, if we have VHF, UHF or if we get into the 2500 megahertz system, satellite, and so on, our basic planning is such that we can adapt to any changing situation.

Mr. Jamieson: It is actually a means of delivery.

Mr. Davis: That is right. I think it is very relevant that any plans that you study take into account the changing technology and at the same time, Mr. Chairman, I think it is also relevant to make it clear that technology as I understand it, whether it is applied to ETV or any other area of our development at the present time, is never going to stop. If we wait until all technological change has taken place, we will never accomplish anything in any field where technology is involved.

Mr. Jamieson: It sounds like something I have been saying for a great many years in connection with broadcasting. Thanks very much, Mr. Davis.

Mr. Reid: Mr. Chairman, I note on page 12 of the brief that the Department has completed production of over 460 program units to the present time. I would like to ask Mr. Davis, when the projected provincial ETV system is in operation how many program units will be required a year?

Mr. Davis: If we are talking, Mr. Reid, of in-school broadcasts. . .

Mr. Reid: Yes.

Mr. Davis: . . . it is estimated at about 1500, which means probably between 500 and 700 new programs, if we can find this many, just for in-school kindergarten to Grade 13 broadcasts.

Mr. Reid: This does not include university broadcasting?

Mr. Davis: No, it includes anything that might be done with pre-school youngsters or in the field of adult education. At this point we have confined our figures and statistics basically to the in-school situation but point out very clearly that we know there is tremendous potential in the adult education or out-of-school field as well. In fact, quite

frankly, this is why we have suggested, once again with respect, that consideration be given not to just one allocation within an area, but two. It may seem far-fetched to some of you, but we can visualize the day when two outlets will be needed in some parts of Ontario to do this job properly.

Mr. Reid: What is the average cost per unit produced?

Mr. Davis: The cost per unit produced varies from \$1,000 to \$10,000. My guess is that the average would be about \$5,000 per unit.

Mr. Reid: This is operational cost?

Mr. Davis: Yes, this is being done at the present time, Mr. Reid, on a restricted basis. Whether this unit cost will remain the same as we get into larger numbers of productions or whether there will be savings or increases we cannot really tell until we have the availability of transmission to do it.

Mr. Reid: In your brief you seem to be referring to two things, in-school television broadcasting and I suppose what can be termed enrichment, adult education or supplementary educational broadcasting. One of the arguments the CBC put forward to us was that while they are not equipped to handle instructional television broadcasting they are equipped for, and feel they are doing as good a job as can be done in, the enrichment field. If this be so, why does the province want to go into this general field of enrichment or adult educational broadcasting?

Mr. Davis: Mr. Chairman, in no way would I want to be critical of the CBC or to disagree with what they have said. I do not purport to be an expert, but I think one only has to view the CBC and to recognize the limitations that any system has to realize that certainly from the straight number of hours standpoint they cannot adequately perform the function if they are going to have certain programs that the general public wishes available.

If a good portion of the population wants the Maple Leaf hockey telecast on Saturday evenings, the CBC is going to do it. But let us say another segment of our society would like to see something of a different nature. Could not the enriched process of an ETV system offer this service to at least a percentage of the population?

• 1030

In other words, does it not get down to the very practical problem that no one agency is equipped to do all that can be done? I think that the availability of an ETV system for adult education enrichment type programs and so on, particularly in the evening hours really makes a lot of sense and does not contradict what the CBC is presently doing. This has been the experience in a lot of other jurisdictions.

Mr. Reid: In other words, you are contemplating setting up a network across Ontario which in some cases would be complementary to the CBC and in other cases would go far beyond what it offers in the field of enrichment or adult education.

Mr. Davis: I think it is premature to get into this type of discussion. We can sit here and speculate and I have a lot of thoughts...

Mr. Reid: But if we are going to supply the transmission facilities I think we had better get into it.

Mr. Davis: I think it is relevant but you should also consider the practical aspect. For instance, I believe the universities of Ontario are going to be very anxious to participate in the use of an ETV transmission facility. If you calculate the number of hours we would like for in-school broadcasts, add to this the number of hours that the universities of Ontario would like to use—and I think this would apply in other jurisdictions—add formal courses for adult education that could be related to the Department of Manpower or to courses for new Canadians, the number of formal programs that can be developed in the field of adult education, the total will take you well past midnight in using the hours that are available whether you get into this general field of cultural enrichment or not.

I do not think there can be any question, Mr. Chairman, that an ETV system, if it were made available, would not conflict from an economic standpoint. Let us talk dollars and cents. You say that you have to provide the transmission and the money. From an economic standpoint I do not think there is any question that it will be fully utilized, and I say with respect that in my view our problem is not going to be in utilizing it, it is going to be in finding enough hours four years from now to accommodate all those legitimate needs that should be satisfied by the facility.

I think this will be the problem, not the other. This is only a matter of opinion, Mr. Reid.

Mr. Reid: I am glad to hear that. I was afraid it might be backed up with all the technical expertise that you have and which we lack in this Committee.

Mr. Davis: I say this with a certain amount of knowledge, research and, I hope, a little bit of foresight.

Mr. Jamieson: May I be permitted one supplementary question?

One thing you did not mention in terms of need was in-the-field training for teachers. Is that contemplated in your proposal?

Mr. Davis: Oh, yes. This is contemplated. I will give you one example, for instance, that could relate to after-hour situations. Mr. Chairman, as you and your colleagues know, some jurisdictions, some urban centres, are now faced with rather significant problems in the education of new Canadian youngsters. I had some figures fairly recently from the Toronto Board of Education. I do not know whether the Ottawa Board has comparable problems, but I think the Metro Separate School Board has them and the costs are fairly significant. This would be a matter of some debate, but I think we can substantiate if given the opportunity that there is very little doubt we could develop within six or seven weeks after channel 19 is made available by the proper jurisdiction a program for education of new Canadian youngsters to assist in the language problems at probably a third of the cost. These are the kinds of things we should be doing, Mr. Reid. I am prejudiced, but I think there is a great potential here.

Mr. Reid: Yes, I agree with you. One further area I would like to go into, Mr. Chairman, concerns the distribution of these programs once they are produced. If we allot open channels to the Department of Education for the distribution of programs, is it necessary for them to be utilized all the time in transmitting programs directly to the schools? Is there not a dual problem here? There is the question of distributing the programs to the schools and then there is the question of the schools distributing the programs to the students.

Mr. Davis: I think this problem exists, there is no question about that. I am not

presuming to indicate the Committee's function, Mr. Chairman, but surely the question of distribution internally within a school system is something that the local boards, with the assistance of the provincial authority, must determine and I think we can do it fairly and effectively.

Mr. Reid: Yes. Then it is not necessary to have an open channel or a series of open channels across the province to adequately distribute these programs to the students?

• 1035

Mr. Davis: Well, it depends on what you mean. We think it is necessary to distribute program to the schools and, of course, through the schools to the students.

Mr. Reid: Yes, but the point I am trying to make is that when you broadcast these programs from an open channel such as channel 19 in Toronto, it is not necessary for all classes in a certain grade in the area served by that channel to be tuned in. It is possible to tape these programs and then show them at the convenience of the teacher and the students?

Mr. Davis: Oh, yes. At the elementary level you get into the whole question of timetabling, and those of you who have had any experience in this field will recognize that it is not an easy matter. In the early grade level—as your Chairman well knows, we are trying to get away from the terms “elementary” and “secondary” in Ontario—we do not anticipate this question of scheduling telecasts to fit in with the timetables to be a major problem. It is more complicated at the secondary level and we think there are ways and means of resolving it technically, but it always comes back to having a form of transmission facility. Whether you have videotape recorders within the high schools, or how you do it, is not really the relevant issue at the moment; it is the question of getting the transmission to the school in some form or other.

Mr. Reid: Is it not possible to set up each school as sort of a transmitting operation in itself with television sets and a video tape recorder in a central control room which could perhaps tape the programs at off-peak hours—possibly midnight to three o'clock, or something—and then distribute them when convenient in the morning?

Mr. Davis: Even if this were technically possible and economically feasible sometime in the future, it still does not really negate the basic necessity for a transmission facility.

Mr. Reid: We think there are two things at issue here. There is the question of being able to distribute educational programs for in-school training, and there is the question of a general adult enrichment transmitting facility. I have been trying to draw a distinction along that line so we can deal with the most urgent one.

Mr. Davis: Is this not once again a question of the provincial authority—no matter what the authority may be—establishing these priorities. It is a question of priorities because economics are involved; we are speaking in terms of dollars. I have to say very frankly that I think our first priority in the province of Ontario, which we hope to discharge fairly rapidly, is to the young people in the formal school system; partially because this is where they have their greatest experience and partially because they constitute 25 per cent of the total population and because they are directly involved in the educational process. While we recognize this as our basic priority, I do not think it need in any way retard the development of education in the broader sense for the adult community. This is why, rather than get into a debate about just what times are available and what is the division of responsibility, we have said—and we continue to say—why not make adequate provision for adequate transmission to cover both needs? We think this can be done very simply by making sufficient channels available.

Mr. Reid: And sufficient transmissions as well.

Mr. Davis: That is right.

Mr. Reid: I pass, Mr. Chairman.

The Chairman: Mr. Basford?

Mr. Basford: I very much appreciate the Minister and his officials coming here today and giving us the benefit of their views. I just wish I came from a province that showed the same interest as the Minister has shown.

In the technical part of your brief, sir, there is a map of proposed transmission facilities. I wonder what amount of dollars and cents you are talking about?

Mr. Davis: Mr. Chairman, you have all been involved in these processes and I want to make it very clear that it is a "guesstimate". We estimate, from a capital standpoint, that we are speaking of probably around \$16 million.

The Chairman: For the transmission facilities only?

Mr. Davis: Yes.

Mr. Jamieson: May I ask a supplementary Mr. Chairman.

The Chairman: Yes, Mr. Jamieson.

Mr. Jamieson: Mr. Davis, this has never come up before and frankly it has not occurred to me, either. When you think of establishing a network, which I presume involves a linking by microwave, do you see the provision of the microwave as a federal part of the package? Has that been taken into account?

• 1040

Mr. Davis: Yes. I think, Mr. Chairman when we look at transmission in our considerations that we should look at it once again. In the same way that we are suggesting you look at education in the comprehensive sense, we are suggesting that the federal agency look at transmission in the comprehensive sense. The linking of centre A to centre B is part of the transmission process, and we anticipate that this would be an area of some federal responsibility.

Mr. Jamieson: In other words, you would regard the operating cost of the network in all of its technical aspects as being part of the federal responsibility?

Mr. Davis: Yes. If there was agreement on this, and if we were to connect these by microwave, our estimate is an additional \$1 million to \$7 million, which would then involve total capital of about \$23 million.

Mr. Jamieson: An annual \$6 million or \$7 million for microwave?

Mr. Davis: No, no. As the basic capital cost for the construction of any microwave system between the centres.

Mr. Jamieson: I apologize to Mr. Basford but what about the cost of operating the microwave on a regular basis? Who pays for that, in your view?

Mr. Davis: As I said earlier, we are suggesting that the actual operation and maintenance of a transmission facility which would include the microwave system would be the responsibility of the federal agency.

The Chairman: Mr. Basford?

Mr. Basford: Going back to my question and some of Mr. Reid's questions, we have had some evidence before the Committee that all we are talking about here is a means of carrying these programs to the schools and the fact that there are perhaps more economical and efficient ways of doing it through stored video tape or leased lines. I take it you are convinced you need open-channel broadcasting?

Mr. Davis: Yes, Mr. Chairman, we are convinced of this. We have to account to the public for the expenditure of tax dollars as well. If the only matter to be determined is the question of the technical method or way of proceeding with some of these things, we are more than prepared to sit down with the federal agency and determine what is the most economic way. Quite frankly, the method may be different six months from now. From our standpoint there is no problem in entering into these discussions because to me it is basically a technical problem and one where surely the men who are involved in this situation can come up with the appropriate answers. I know you will get conflicting views but I think there are ways and means of rationalizing these.

Mr. Basford: Would this system be available from The Bell Telephone Company of Canada by way of leased lines?

Mr. Davis: A portion of it may but I think even if it is, you are still talking in terms of dollars and cents because I assume The Bell Telephone Company will want to be paid something for the use of whatever part of their system might be available.

Mr. Basford: I know you want to avoid detailed discussions of the constitutional aspects, but taking your...

Mr. Davis: No, Mr. Chairman, I do not want to avoid them, I just do not want our discussions to bog down on constitutional problems. I really feel we can solve them; this is my point.

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Mr. Basford: Taking your comprehensive definition of education, I have difficulty in seeing the federal constitutional responsibility or authority for providing the transmission facilities.

Mr. Davis: I wonder, Mr. Chairman, as you interpret the constitution, if you are saying that perhaps the federal government should not be involved in transmission at all?

Mr. Basford: I am just arguing for the sake of bringing your views to light.

Mr. Davis: I think our view was fairly well set out nearly two years ago when we made application to the federal authority for a licence. It has really been the federal view, as enunciated in the White Paper suggesting this division, that has formed the basis for our presentation to your Committee. If the Federal Government were to take the position tomorrow that they just had no interest in this, period, and that they would grant a licence to any recognized authority making application, we would make an application tomorrow and be in business, I hope, very shortly thereafter; but the basis of our presentation to your Committee, Mr. Chairman, is the White Paper that suggested this division of responsibility.

I am not going to argue about whether or not it constitutionally was within the four walls of the various sections of the BNA Act. We are prepared, as a government, to accept the situation set out in the White Paper and to proceed from there. If we get into a debate, Mr. Chairman, on whether or not the White Paper is right, and whether this should be the position of the Federal Government, we will only set back the clock several months. We from Ontario are anxious basically to accept the position of the White Paper and to move from there. We are accepting the federal position that they have not only a right but perhaps an obligation to provide the transmission facility to us. We do not object to this.

• 1045

Mr. Basford: Yes; but neither the statement in the White Paper nor the legislative proposal is binding on this Committee. I am therefore asking whether you wish us to provide the transmission?

Mr. Davis: We would be delighted, because basically, in the final analysis, we want to

achieve something in the field of education. If the federal government is prepared to provide some of the hardware we would not, quite frankly, regard this as an infringement on the educational responsibilities of the provincial jurisdiction.

Mr. Basford: Only if we want to have a say in what goes on in the transmission?

Mr. Davis: When you get into this area there would be some discussion.

Mr. Basford: You have questioned, as have many others, the definition of "educational programs" in the legislative proposals. Others have questioned the definition of "provincial educational authority", and whether it is just an authority to be designated by the Lieutenant Governor-in-Council saying or suggesting that the legislative proposals should be changed, or that the Lieutenant Governor-in-Council designates an agency that is representative of the different educational authorities and interests in the province. What would be your view of that?

Mr. Davis: Our view, Mr. Chairman, is really contained in the statement that was made to the provincial legislature yesterday, which you have before you today, and to which I have referred. That is that Ontario is prepared to establish a provincial broadcasting agency. We have not finalized the term and so on, but basically we are suggesting this as a possible agency that could relate to the legislation that you gentlemen are considering. This is our suggested answer, and we think it makes sense in relation to the legislation that has been put before the House.

Mr. Basford: Yes. As I read the press reports of your statement, it is the type of agency that is suggested by many of the educational authorities—one representative of different interests in the educational community. I am wondering whether the Act should not provide that that be the kind of provincial educational authority that should be established?

Mr. Davis: Sir, this the Committee, in its wisdom, must determine. I am telling you what Ontario is prepared to do. Whether you feel that this might have application in the legislation itself is surely something that I should not comment on.

Mr. Basford: But I am interested in knowing whether Ontario would object to such requirements being put in the legislative proposal.

Mr. Davis: If the Committee, in its recommendations, were to suggest something very close to our suggested method of dealing with it we could not possibly raise any objection.

Mr. Basford: Sir, you have mentioned very briefly that you question some of the powers set out in section 9 of the legislative proposals. Could you elaborate your remarks on that?

Mr. Davis: I would refer, Mr. Chairman, to section 8, which deals with objects, powers and duties. We are concerned about what is really intended by this section. It says they ... are to facilitate educational broadcasting in Canada, and the extension of educational broadcasting to all parts of Canada as the need arises and as funds become available...

and so on. We are concerned about what interpretation might be put on this relative to the role of the federal agency vis-à-vis the provincial agency. We would like to interpret it as being, shall we say, a mechanical situation; but what concerns us whether there is inherent in this the suggestion that certain powers be given to the federal agency to, shall we say, determine what is shown by the provincial agency.

• 1050

We are also concerned that perhaps there should be a clear definition of, or statement on, the priorities within a provincial jurisdiction. You say here:

... as the need arises and as funds become available to the Agency for such purpose ...

Perhaps you do not need to spell this out in legislation, but we are concerned that, from the outset, there be a pretty clear understanding and undertaking by a federal agency on just what funds will be available so that we can plan in television. We know that no government has all the dollars it wants. The federal agency says to us, "There are X million dollars. We are prepared to take steps A,B,C and D in 1968. You will have to wait for E,F and G until 1969". This is fine; but it has happened on occasion in the past that provinces have been caught short in the planning process in education because of alterations in federal policy.

Mr. Basford: I was wondering about the powers. I thought you had some reservations about those.

Mr. Davis: As I say, it all depends, I guess, on the interpretation of "objects" or "powers". If it does not involve the federal agency's determining the educational content, if we may use this term, or if this is not in any way inherent in this section, we are not objecting to it. We are merely asking you to make sure that this is considered.

Mr. Basford: Yes. I take it that in your reading of this proposal although it would not say what the programs were to be they would have to conform to the definition of "educational programming"?

Mr. Davis: This is the point, I guess. We are suggesting that the federal agency should not be involved in the determination of the educational aspect of whatever co-operative approach is developed.

We are also concerned, in section 9 (b), about the matter of entering into agreements with provincial educational authorities and with educational organizations and institutions in Canada. This section also relates to it.

Let us say a provincial authority is making allocations respecting the views and the rights of, shall we say, individual organizations or institutions within the province. In the final analysis, 90 per cent or 100 per cent of the cost will be borne by the tax paying public in any event. Does this legislation mean that a federal agency can, on its own, enter into agreements with other groups within the province so that they can use the transmission facility?

Mr. Chairman, your Committee, will have to look at this section very carefully. It could lead to great difficulty and confusion within a provincial jurisdiction. Perhaps I have not made myself too clear, but I think it is quite a relevant problem.

Mr. Basford: The Minister's statement was that the provincial educational authority must have primacy, but I am not sure that that is spelled out in the legislative proposals.

Mr. Davis: No; I am not sure that it is either.

Mr. Jamieson: You want 100 per cent of the time, and then anyone who wants to use the facility would deal with you? Is that right?

Mr. Davis: As I see it, one of the basic responsibilities of the provincial authority is going to be to make an allocation of time. One of their immediate tasks is going to be to say to the department of education: "You have priority for certain hours for in-school broadcasts", and to say to the regional groups, such as Ottawa, or META, or others that are developed, "You have certain specific needs in your area. These hours could be allocated, for example, to the university community" and so on. I think the allocation of time will be one of the initially difficult responsibilities of the authority. I am saying that we can do this as a provincial authority without it leading to any conflict or, shall I say, we could more readily resolve any conflict than if, as is suggested under this legislation, we had a provincial authority doing 80 per cent and then had the federal agency wandering out making agreements with other groups within any provincial jurisdiction. I really think you should look at this very carefully during the drafting of the legislation.

Mr. Basford: I know from what you said earlier, Mr. Davis, that you do not appear to be concerned, but I think many members of the Committee are concerned that unless there are some restrictions put on educational television we will open the door to the possible creation of ten provincial CBCs. You say this is not a problem and you have no intention of competing with the CBC. I am prepared to accept that statement, but I can see a problem developing with other provinces.

• 1055

Mr. Davis: Mr. Chairman, I can see where the Committee may have a problem. I really cannot comment on this, I can only say that from the Ontario standpoint we would like to see a broad definition of education. I shall submit one to the Committee and perhaps in your wisdom you can find ways and means to use a goodly portion of our suggestions and still resolve the problem that I am sure you feel exists. Certainly as far as we are concerned we are not really involved in that aspect of it. I guess this is your Committee's problem.

Mr. Basford: I have just one last question about Section 9 and the powers. As I read subsections (c), (d) and (e)—I think you have them in front of you, Mr. Davis—they seem to imply that the federal agency will procure

the production of educational program material and the purchasing and exchanging of these programs and so on, I take it that a Canadian agency could produce programs which might only be transmitted with the approval of the provincial authorities. Presumably they would be in the business of producing programs or obtaining programs.

Mr. Davis: Once again this is a matter of policy for the federal agency. There would be no point in their producing so-called educational programs if the provincial authority did not utilize them. It would be a great waste of money. At the same time, I am not taking the position today that they should not be in a position to expend funds to either acquire or produce programs which could have application if, in their wisdom, they wish to do so. This is their concern. However, the question of whether or not programs are transmitted should be the responsibility of the provincial jurisdiction. I think any federal organization in this field would only undertake production if there actually was a need or a desire expressed by provincial authorities to transmit any programs that might be obtained or developed by the federal agency. Once again, I should not be suggesting what the federal agency should do, but if it has the power to acquire or to produce programs, it would be very well advised to make haste slowly with that particular aspect of its responsibilities and only in very close co-operation with the provincial authorities. It would not make sense, in my view, to do otherwise.

Mr. Basford: We have had evidence from the National Film Board, for example, of their working out some programs cooperatively with provincial authorities and also with the CBC.

Mr. Davis: And some very good ones.

Mr. Basford: We had a hint from the New Brunswick people that they would welcome either financial or production assistance for these types of programs. Therefore, it seems to me, there is an area for the federal agency to operate in.

Mr. Davis: I think you really get into the question of duplication of federal agencies if you have the CBC, the National Film Board and perhaps this new agency doing this. From my standpoint, for instance, if the National Film Board were to produce a program or a

series of programs that we could use in the educational system in Ontario, we would be right at their doorstep to get it. There is no problem this way, none whatsoever.

Mr. Basford: But the agency is instructed to co-operate with these other federal agencies.

The Chairman: Are there other questions for Mr. Davis?

Mr. Cowan: Mr. Chairman, I want to ask Mr. Davis a question. I am an Ontario taxpayer. What can educational television do for the school children of the province that films cannot do just as effectively and on a much more flexible schedule? Educational television leaves me absolutely cold. I taught school on the secondary school level and I have been interested in education for some time. The films that can be sent around to the schools can be used when the teacher finds it convenient to do so, and there are tremendous educational films available both through the Department of Education and other means. What advantage is there in ETV over and above straight film distribution?

• 1100

Mr. Davis: Mr. Cowan, you have expressed an opinion that has been expressed by a diminishing number of teachers, thank heavens, in the province of Ontario. For some of them this was one of their immediate reactions. Let me give you a concrete example without getting into any partisan comments, Mr. Chairman, I hope you will understand this. Some two weeks ago an event took place here in the nation's capital with respect to the future of this jurisdiction. As a layman with some passing interest in politics and history I think it would have been highly desirable to have had this event televised into every classroom in the country. I think it had tremendous significance and, with great respect, such coverage could never be accomplished through films. This event took place while the children were in school and some of them did have the benefit of seeing it.

We had another conference in Ontario a few weeks prior to the one in the nation's capital which also, looking at it in an historical sense, really was as relevant perhaps as what took place in 1864 or 1867, which the youngsters can only read about in a textbook. With great respect to our teachers, they cannot really transmit to the students the

feeling that existed in the year 1867 as adequately as television can transmit the feeling of history being made at that exact same hour and minute.

It applies in the field of science. There is some interest in this in my own family, and I hope the press will not quote me. One of my children is keenly interested in missiles and rockets, and it is a great task to get him to school at 9 o'clock on a morning when there is to be a launching at Cape Kennedy. This is a living situation; it is vital. He is interested; he sees scientific history being made. You cannot create this feeling to the same extent with films two to five days later.

Getting away from the educational aspect, the immediacy, the impact on the youngsters in the system, and getting down to economics, the distribution cost of films, and so on, to the school system—whether or not you find this acceptable—is higher than the actual production and transmission of programs on a day-to-day basis. Just from the standpoint of straight economics it makes sense to do it this way. Apart from any immediacy, I think it is desirable because in my opinion we do not get enough civics or political science, if I can use this term, in the school system in Ontario. I think the opening of Parliament, for example, should be telecast into the schools. This should not be done by film a week or two weeks later or when it suits the teacher. I think there is tremendous potential for bringing present-day events to the attention of the youngsters.

Mr. Cowan, I do not know what it is like in your household but if you think that television does not have an impact, just come to our house at about 5 o'clock when—

Mr. Cowan: I have said no such thing, sir. Do not come out with an argument that I have not advanced.

Mr. Davis: No, but I am saying that TV does have an impact, and the children are used to it. It is a medium that communicates to them perhaps better than canned film. We have a large film library right within the Department of Education and, as you know, we make films available to the school system.

Mr. Cowan: Very good.

Mr. Davis: We know it is not as effective as an educational medium as television, nor is it as economical. Perhaps you could look at it from a straight economic standpoint.

Mr. Cowan: May I say something now? Have you finished? Sir, you speak about the program that went on the air from the West Block a couple of weeks ago as though the immediacy had a tremendous effect on us. Perhaps we should not be teaching history at all because the immediacy of all historical lessons is lost?

Mr. Davis: Mr. Cowan, you and I could get into a long discussion of what constitutes history. There is ancient history and mediaeval history; there is history of the 1900's and 1920's; and there is also 1968. I say it is part of a legitimate educational experience to have a little of what is happening in 1968 as part of the educational process.

Mr. Cowan: This could be done just as well by film.

I would like to ask you one other question. I have a married daughter in Charlottetown, P.E.I., with six children of whom some are in school. If the program you were referring to had been broadcast from the West Block and the schools in Prince Edward Island had been closed at the time what would you have done?—would you show them films? You have just said that films are not as satisfactory.

Mr. Davis: No; but one could put it on videotape and show it the next morning at 9.

• 1105

Mr. Cowan: That is exactly what I am saying—do it by film and do it cheaper.

Mr. Davis: No; there is a difference, Mr. Cowan, with great respect, between film, as you are suggesting it, and videotape.

Mr. Cowan: Well, you might take a half hour to explain it to me. I am familiar with both.

Mr. Davis: Mr. Jamieson has volunteered to do it.

Mr. Cowan: On the first page of this morning's *Globe and Mail* there is a very full report of your statement before the Ontario legislature yesterday. I presume it is accurate. I have no quarrel with it. In the course of it you are reported as follows:

Mr. Davis said one of the greatest national ETV needs would be a computer-linked storage and retrieval centre for visual material and programs.

I could not agree more. It is one hundred per cent correct. But after what you have just

said about the necessity of the immediacy of the program, why are you talking about a storage and retrieval centre?

Mr. Davis: Mr. Cowan, you should not limit my remarks, in one sense, to the very narrow discussion that we were having. I am saying there is merit in the immediacy of some programs. This does not mean that the total programming content will be relegated to the immediacy aspect. We will be developing programs. For instance, we did one two years ago with Grade XIII physics which dealt directly with the curriculum that was being taught; and META has done this in relation to specific aspects of the curriculum.

If we could put it on the basis of economics we think we could show you that from an economic standpoint it makes sense to do it through educational television rather than by the distribution of film. However, there are other advantages to ETV that just do not exist in film.

Mr. Cowan: Let us say there is a science teacher in North Bay, Ontario, who wants to show the children the fine film of the hydro power development at Niagara Falls. Do you feel that showing the children a film provided by the Ontario Hydro is not as satisfactory as having a broadcasting crew down at Niagara Glen broadcasting it right into the North Bay Collegiate? What is the difference?

Mr. Davis: Having at one time been an employee of Hydro I would never at any time criticize what they produce in the way of material. It would probably be a very excellent film and be good for the education of the youngsters.

Mr. Cowan: It is.

Mr. Davis: That does not mean, Mr. Cowan, that other jobs cannot be done. Other provisions can be made. We should expand our horizons and not restrict them to a specific way of doing anything.

Mr. Cowan: The report goes on to say:

He said Ontario would do its part in providing such a facility because it could result in production savings...

that is what I say

... avoidance of duplication and, as the storage volume built through the year provides, increasing flexibility and choice in schedules.

I can see nothing that ETV can do that films cannot do in quite a satisfactory way and with much more convenience to the children and to the teachers.

Are you going to maintain that all classrooms in Ontario at the particular hours of a broadcasting schedule are going to be studying the same subject with the same degree of intensity?

Mr. Davis: Mr. Chairman, Mr. Cowan is sufficiently aware, I hope, of the philosophy of education in the Province of Ontario to recognize that the answer to his question is obvious. We do not encourage, nor do we intend to, the studying of a particular subject at a given hour in every classroom in a particular grade in the Province of Ontario. This we just do not support. We are saying that there is a developing technology in the schools, and there is an increasing flexibility in time-table. It may come as rather a surprise to you, Mr. Cowan, but we have five high schools in the Province of Ontario that are experimenting this year for the first time with individualized time-tables for secondary students. It was said that this could never be done. It is being done. It may extend through the total educational system of Ontario and perhaps be duplicated elsewhere. This was not possible five years ago because we did not possess the necessary technology. I think you can see the advantages inherent in being able to develop individual time-tables for students so that they can specialize in areas of greater interest and concern. We can do this also through the developing technology in ETV. It presents no problem at all, sir.

An hon. Member: It must be four years ago that I was informed about this and you are doing it?

Mr. Davis: We are catching up.

Mr. Cowan: On page 14 of your brief the statement is made:

The complexity of administration and scheduling within educational institutions increases even further the need for channels.

If films of lessons were available to these schools when they could use them they would not need any channels at all, let alone a multiplicity of channels.

• 1110

Mr. Davis: Mr. Chairman, I think we are talking here about two different things. We

mention multiplicity of channels because of the great difficulty in getting into the field of adult education.

Suppose we were to take on a portion of the responsibilities of the Department of Manpower. It would be rather difficult to distribute to 1,000 adults in 1,000 different geographic locations—say, in the great city of Toronto—1,000 films if they were taking a specific course related to adult education under what was former program 5. We see this as a real possibility in the field of adult education, but how would one do this by the distribution of film? One could not do it.

Mr. Cowan: From close association with the boards of education in the city of Toronto, Scarborough, North York, Etobicoke, York and the other boroughs of metropolitan Toronto, I can say that they do not need 1,000 films to teach 1,000 classes. If they have 100 films they can schedule them to 1,000 classes.

Mr. Davis: Mr. Cowan, I am talking about adults who may have been working all day. They come home at night. They have done this in several American jurisdictions. I do not want to draw a parallel to, say, University of the Air, or Radio of the Air, I am talking about 1,000 adults who may be taking a specific course and who are in 1,000 different homes at seven o'clock on a particular evening. If you were to do this by film you would have to distribute 1,000 projectors and 1,000 films. I am saying you can do this over a channel allotted to ETV without this problem arising.

Mr. Cowan: I know something about night school and I am not particularly interested in your hypothetical situation.

Mr. Davis: I know, Mr. Cowan, but night school has really very substantially improved and increased in scope in the past number of years. I hope—I express it as a hope—it will improve substantially more in the years that lie ahead. It is an absolute necessity.

Mr. Cowan: Mr. Davis, I know that this brief is not yours and that it comes before us from the Ottawa Public School Board, but on page 3 of it they make the statement that:

private stations should be required to make programs of an educational nature that are geared to that region's needs and make these programs available to the Regional ETV Authority free of charge.

That is the Ottawa Public School Board. You have said just that the Bell Telephone Company, if called upon to render service, would need to be compensated. I cannot disagree with you on that. You are the Minister of Education. Why should the Ottawa Public School Board suggest that private television stations give their services free of charge but that the Bell Telephone Company should be paid?

Mr. Davis: Mr. Cowan, I have to make the point rather regularly that, although I am Minister of Education, the various boards of education in Ontario are really relatively autonomous organizations. Although financed, of course, to a substantial degree by the provincial government, nonetheless they are autonomous. They have views of their own.

I would be the last one to suggest that the Ottawa Public School Board was wrong in making this suggestion but I would make the observation that if there were a channel available for ETV in the Ottawa area then perhaps their submission would not need to contain a reference to the free utilization of a private station because they would have an ETV station available for their use. Is that of any help to you, sir?

Mr. Cowan: A private ETV station?

Mr. Davis: No. I am saying that if there were a transmission facility available specifically for ETV—and the Ottawa people can answer this—perhaps this would not have been included in their brief.

Mr. Cowan: Just as long as you see that Bell Telephone continues to get paid, I will not pursue the matter any further. That ETV leaves me cold.

Mr. Richard: I note on page 12 of your brief you state that your department has produced 500 programs, and on page 6 you mention that there should be a recognition of the bilingual aspect of education in Ontario. How many programs have you produced in the French language?

Mr. Davis: Mr. Chairman, I can only give a rough approximation because I do not know how you can divide units or courses, but at the present time roughly 25 per cent of the programs produced are available in the French language in Ontario.

Mr. Richard: We had submissions earlier this week in which it was suggested that all educational programs should be approved by provincial authorities. Do you feel this would mean that the CBC and its network should not be allowed to continue their broadcast of programs of an educational nature as they have done in the past?

Mr. Davis: No, we are talking about—if we can use this term—the provincial ETV system. We are not referring to what should be shown on the CBC or the private stations at all as I do not feel this is our business.

Mr. Richard: What about their controlling the content or the broadcasting of programs from other provinces? Do you feel they will be able to reach some agreement with other provinces?

• 1115

Mr. Davis: I am very satisfied for instance, that if we were to produce in Ontario a course or a series of programs related to math, science, physics, or any of these areas that are helpful to other provinces, they would welcome them. I am also satisfied that if one of our sister provinces were to produce programs that would be helpful to us that we would use them. I do not think there would be any barriers. For instance, I do not know if this is common knowledge or not, but a year ago we made available—and this is the degree of co-operation we would like to see between the provincial and federal authorities—to the Department of National Defence schools, which are administered by a federal department, telecasts relating to the grade 13 curriculum in physics. These programs which were produced by the Ontario Department of Education were given to the Department of National Defence and they were used by them at their DND schools in Europe, because in these schools they are basically using the Ontario curriculum.

Mr. Richard: Are you using any programs that have been produced by the Quebec Department of Education at all?

Mr. Davis: I will check on this, but I do not believe the Quebec department has in fact produced any programs to date.

Mr. Cowan: They just produce in France.

Mr. Richard: There are very many good programs originating in Quebec.

Mr. Cowan: I did not say there were not.

Mr. Davis: We have had a number of discussions with them but I believe the programs they have produced have been produced in conjunction with the CBC. I do not think there are any that would be helpful to us yet. I do not doubt that there will be.

Mr. Cowan: Mr. Chairman, could I ask Mr. Davis that if the Ottawa Board of Education gets its way and private stations have to provide the service free of charge, and if the private stations have to make use of the Bell Telephone's facilities in providing this free-of-charge service, would the private station have to pay the Bell Telephone or could they look for compensation from the Ontario Department of Education?

Mr. Davis: Mr. Chairman, I can only answer one part of your question. If they are looking to the Ontario Department of Education they may have some difficulty. I think the rest of the question will have to be answered by themselves.

Mr. Jamieson: Mr. Davis, I have only one short question. I suppose this is none of the Committee's business, in a sense, but apart from all the jurisdictional and constitutional questions, and so on, have you any idea what educational television is going to cost the Province of Ontario in the foreseeable future? Are you budgeting any figure, so that we will get some idea of the cost factor?

Mr. Davis: Mr. Chairman, one does not want to be too optimistic about these things and I know those of you—especially Mr. Jamieson—who know a lot about it, will perhaps look at it with a critical eye. We think our investment in the near future will be around \$3 million and over a period of time, it will go to \$10 million. However, we believe there could be a substantial recovery on that investment if these programs were made available to jurisdictions outside Canada.

Mr. Jamieson: And in other parts of Canada?

Mr. Davis: And in other parts of Canada. We really think so, but I do not want to get into that.

Mr. Jamieson: But you are certainly talking in the range of \$10 million for the Province of Ontario for ETV within the next four or five years?

Mr. Davis: I would say the time factor will depend very directly on the speed with which this Committee and the House moves, Mr. Chairman.

The Chairman: Agreed. You are not suggesting that we should make a recommendation before we hear the rest of the provinces?

Mr. Davis: No, I am not suggesting that. I think it would be wonderful if you could make a recommendation and have it passed before the present session is over.

The Chairman: That might be quite a trick.

Mr. Pelletier: Mr. Chairman, I wish to ascertain if I have understood the position clearly. Am I right in assuming that the position of the Ontario Government at present is such that they would own outright whatever facilities or hardware are supplied by a federal authority, and anyone who wants to get on the airwaves that are placed at the disposal of the Government of Ontario would have to go through the authority that you have set up?

1120

Mr. Davis: I think, Mr. Chairman, this is basically the situation as we envisage it, and this is subject to any constructive discussions that we may have in the interim. The federal agency would be responsible for the technical provision of the transmission facilities to make it possible for the provincial authority to provide the material that is to be shown to the in-school students. In the broader field of adult education, universities, et cetera, this determination is to be basically made by the provincial educational or broadcasting authority.

Mr. Pelletier: You would take the responsibility for the contents of the programs?

Mr. Davis: We could spend a lot of time discussing what one means by the over-all responsibility. I think in connection with in-school broadcasts that there is a basic responsibility, shall we say, on the department, but I think when you get into the area beyond in-school broadcasts that you get into this gray area of what one means by "responsibility". Does the Minister take responsibility, shall we say, a debatable program appears, and so on? I think this is something we will only learn through time and experience.

Mr. Richard: Mr. Davis, I have a supplementary question. Does this mean that these channels would be used exclusively for educational programming and that it would be controlled by the provincial agency and nothing else could be broadcast on these channels?

Mr. Davis: Mr. Chairman, I do not want to be restrictive in any way. All I am saying is that I think there will be sufficient demand for the number of hours available at reasonable viewing times. Not many people are going to watch it from three to five in the morning but, let us say from 9 o'clock until 10 or 11 o'clock at night all the available hours will be utilized. Beyond saying that, I do not know how I can help you with your question.

Mr. Richard: I think it is very important. I suppose the question is whether you accept the right of someone else to "pull the switch" on any program?

Mr. Davis: By whom? We are just as anxious to utilize this as anyone else.

Mr. Prud'homme: Mr. Davis, is there any collaboration with the Department of Education of the Province of Quebec at the moment for the production of special programs for teaching French—whatever kind of French it is?

Mr. Davis: Do you mean with the utilization of television?

Mr. Prud'homme: Yes.

Mr. Davis: No. There have been some discussions with all the ministers and we are establishing a formal or standing committee of the council of ministers to deal with the whole question of the use of media in the educational system, but as far as we are concerned there have been no specific discussions with the Province of Quebec relating to, shall we say, the instruction of French in the Province of Ontario. However, I would say, Mr. Chairman, that there is a great potential for utilizing ETV in the instruction of oral French in the elementary grades in Ontario. Frankly, our great problem with oral French in Ontario is that we just do not have enough teachers. We have developed a provincial curriculum, as your Chairman knows, for Grades VII and VIII. We started at this level to relate to Grade IX, where it has been part of the

provincial curriculum for some years, and then we will go down to Grades VI, V, IV, and so on. I think there is a real possibility here in the same way, as I said earlier, for new Canadian youngsters.

Mr. Prud'homme: Could your government use its friendly influence on the Government of Quebec to tell them they have nothing whatsoever to fear from this Committee?

Mr. Davis: Mr. Chairman, it is not often I do not answer; I am delighted to answer. I think this is one question, though, that perhaps we may not answer.

The Chairman: Perhaps when they can see that he has gone home on skis from here they might be encouraged to come and give us their ideas.

Mr. Prud'homme: Yes, but they might say he comes from Ontario.

Mr. Davis: I think we have a very good relationship with the Department of Education in the Province of Quebec. We have had some encouraging developments.

Mr. Prud'homme: May I ask, Mr. Chairman, if you have had any reply to the letter I asked you to send to the Provincial Government of Quebec, or did you write?

The Chairman: I do not recall any request to write again for the fourth time since I reported last time.

Mr. Basford: One last question, Mr. Chairman. I know that when you produce a television program you have credits on it: produced by the Department of Education of the Province of Ontario. I wonder, if this system comes into being, whether you are also prepared to put on there "transmitted courtesy of the Government of Canada"?

• 1125

Mr. Davis: I guess the question of credits in our profession is always relevant and we have always been very co-operative. I will just give you one example. As the Chairman here can substantiate, any time I have officially performed at a school opening where the federal government in those days participated in the financing of our technical-vocational schools in the Province of Ontario, it has always been my custom, sir, to give appropriate credit to the federal govern-

ment for this very enlightened contribution to education in our province.

An hon. Member: Namely 75 per cent.

Mr. Davis: I do not know whether I gave them 75 per cent of the credit or not. I think it is fair to say, Mr. Chairman, that they were certainly given proper credit. I only regret that I cannot continue to do this.

The Chairman: I presume, now that the federal government is giving even more aid to the provinces for the purpose of education, that at every school opening, whether there are technical facilities or not in the schools, you will give similar credit.

Mr. Davis: Mr. Chairman, this is where I guess there is some difference of opinion as to whether there is more or less. We are a little suspicious that it is less.

The Chairman: The dollars speak for themselves. I can recall some school openings where I even went so far as to give the Department of Education credit for some of the schools that were being built by local boards of education.

Mr. Davis: Quite right, quite right. The Chairman took a very enlightened view.

Mr. Richard: As you get into these programs, are you having any difficulty with copyrights?

Mr. Davis: I would say that it is a problem that is always with us, but to date we have been able to do it.

The Chairman: Is it agreed that the full brief of the Ontario Department of Education be appended to the proceedings of today's meeting?

Some hon. Members: Agreed.

The Chairman: Mr. Davis offered to supply members of the Committee with copies of a volume entitled, *Research in Instructional Television and Film*. I am sure we would be grateful to have those supplied if he would like to do so.

I would like to ask Mr. Davis a question about that volume. He mentioned that he drew the conclusion from it that there has not been any decrease of effectiveness of teaching with the assistance of television. Would he go

so far as to draw a conclusion from that volume that there is evidence of a consistent increase of effectiveness when there is teaching with television?

Mr. Davis: Mr. Chairman, I do not know that it relates to the volume, but from the experience we have gained within the province and from our studies not related to this one volume but of other jurisdictions, we are very much of the opinion that there is an increase in the effectiveness of the total educational program. Of this we feel there is no doubt whatsoever. When we get into situations of individual teachers and so on, I think we can make a better determination of this after our teachers have had a greater opportunity to have courses to relate educational TV to their own methods of operation, and then we can assess the effectiveness of teaching *per se*. But as far as the total educational process is concerned, we are very much satisfied that this adds a dimension that just does not exist otherwise.

The Chairman: In so far as this particular study is concerned, are you able to say whether it demonstrates any increase of effectiveness?

Mr. Davis: We think it does, but this could be an interpretation.

The Chairman: Yes; we can read it for ourselves.

Mr. Davis: I think this is right.

The Chairman: In the examples which you gave Mr. Cowan of programs or events which had educational importance in their immediacy, in each of those cases the event was carried on existing broadcast channels. You would not need a special educational channel or network to carry those, would you?

Mr. Davis: Not those that are carried directly, shall we say, as the conferences were both in Toronto and in Ottawa. At the same time, there are other events that I think are of immediacy, maybe even in local areas where the CBC or the private broadcasters very naturally would just not be interested.

The Chairman: That is granted, but I am just saying that in examples you gave they were actually available to the schools if the schools had wanted to use them and if you and the local boards had given the schools the facilities for receiving.

• 1130

Mr. Davis: The same way as the other limited example I gave to Mr. Cowan which I think probably came over CBS or NBC.

The Chairman: Do you have any estimate of what proportion of programs would be utilized live and what proportion would have to be recorded and presented with a delay to the classroom?

Mr. Davis: I think if we were talking about the year 1969 or 1970, the greater percentage of them would be live. When I say live I mean that they would be used by the school children the day and the hour they were telecast. There would be a bias towards the early grade levels because of the flexibility of timetable and so on; but as our techniques became more developed, I think this would extend into the secondary area. So I think initially there would be a higher percentage just because there would be more programs for the elementary youngsters.

The Chairman: In the interests of the kind of flexibility which you mentioned before as one of the aims of your system, the more opportunity there would be for delay presentation, the better it would be for the educational process. Is this not correct?

Mr. Davis: When I say flexibility, we are developing flexibility to prepare timetables that would make these telecasts available as close to the time they are being transmitted as possible. I think it works both ways.

The Chairman: But you do not want schools all over the province having to study the same thing at the same time?

Mr. Davis: Right. But I think a good portion of the programs will be done in a way that they need not relate to a specific chapter or line in a page of a textbook or something of this nature.

The Chairman: But you would be attempting, as far as possible, I presume, to present material which could be taped or in some way stored for delayed presentation at the convenience of the principal or teacher.

Mr. Davis: I would say we could use videotapes for use again in the school, particularly at the secondary level.

The Chairman: Are taping facilities now quite widely available in your schools?

Mr. Davis: A number of schools have them, but the majority will not have them until we are sure just what direction we are going and the speed with which we can move.

The Chairman: But it is important in the process which we have just been discussing for school systems to have taping facilities so that they can receive and record and re-play to give the educational process as much flexibility as possible.

Mr. Davis: Right; and we think the 2500 megahertz system could do this for us to a substantial degree. One does not want to get into discussion here of a matter that is to a degree controversial in Ontario, that is the establishment of county board units, but it is quite obvious that when you move to these larger units of administration, this type of situation becomes a far greater practical possibility.

The Chairman: Have you had any discussions with the CBC or private stations on the use of existing facilities for broadcast of material during off hours which could be recorded in school system in the way which you have just described?

Mr. Davis: There have been some very casual discussions, Mr. Chairman, about transmitting, for example, after the late late show is over and having somebody stay up on the local board office or somewhere to take a limited amount of material. We do not think it is a very practical or economic way of doing it. We have not explored it in great depth but our initial reaction suggests that it really is not a good way to tackle the problem.

The Chairman: Would you mind expanding on that a bit and explaining why it is not economic or practical? Have you anything to indicate the relative cost?

Mr. Davis: You are limited, of course, in the number of hours that would be available and I think perhaps this is one of the prime reasons. There is also the time factor, the telecasting problem—I do not know what the appropriate hours would be—about three o'clock or two o'clock until five or six o'clock. To us this also is not a good way of approaching the problem and we just do not think we can develop the comprehensive system or the number of programs using this very limited approach. I do not say, Mr. Chairman, that we could not in some instances use the CBC

to, shall we say, video tape a series of broadcasts. As our system becomes more sophisticated perhaps this can be done in two or three years from now, but it would be limited.

• 1135

The Chairman: But I think you mentioned that you have an excess of programs over broadcast time. Would not a means of releasing that pent-up programming be to distribute some of it during off hours through facilities that already exist which do not have to be funded so heavily and so immediately as otherwise would be necessary?

Mr. Davis: It could be a partial solution to it; it is not the answer.

The Chairman: You have not explored it yet?

Mr. Davis: We have explored it to the extent that we are satisfied it does not provide an over-all answer. If we were confined to our present activities for another four or five years we would explore it further as a means of improving our existing situation which we do not feel is really appropriate at all.

The Chairman: You have not utilized this time on existing facilities up until now?

Mr. Davis: No.

Mr. Prittie: Mr. Chairman, will you permit a supplementary question? Some suggestion is being made that CBC television ought not to be broadcasting during the morning hours. If you watch both the CBC and private stations, you will see a lot of programs of very doubtful value during this period. As an interim measure I am wondering whether this could not be followed through and the CBC facilities utilized more than they are during the morning. I know a small part of the time is blocked off for school broadcasting, but it seems to me that if they had the whole period from 9.00 a.m. to 1.00 p.m. there would be time for a good deal more school telecasting until these other facilities are available.

Mr. Davis: Mr. Chairman, I would only observe—and I do not want this to be misinterpreted because I do not think it is our function to say what the CBC should or should not be doing—that if the CBC were to come to us tomorrow and say, "Here, free of charge you can have the hours from 9 to 1

o'clock", we would try to find ways and means of using the time.

Mr. Prittie: It is something we can consider, Mr. Chairman.

Mr. Davis: I really think I should not comment on this possibility.

The Chairman: One might ask though, Mr. Davis, whether you have approached the CBC with the suggestion that that time be made available if, indeed, there is not enough time to present the programming which you have prepared.

Mr. Davis: I do not think there has been any official approach, Mr. Chairman. I am merely quite satisfied that the CBC knows of our desires and needs and I think it is also fair to state that we have not had volunteered to us the hours, say, from 9 to 1 o'clock by that organization for ETV.

Mr. Jamieson: Mr. Chairman, surely this would have to be a national plan. You could not just yank Ontario or a single area out and then program all the rest of the country around it. I think you should do it nationally.

Mr. Davis: Mr. Chairman, if the CBC were to do it nationally and we were to say to them, "We would like programs relating to Grade 13 on from 9 to 10 o'clock there would be a number of other provinces who would suggest this really has no relevancy in a 12 grade system.

Mr. Prittie: Much of the programming during that time is local, is it not?

Mr. Jamieson: To some extent, but if the Chairman will permit, there is a case in point in Nova Scotia and some of the other Maritime Provinces now where there is a spillover from one province to another, and the CBC facilities in the adjacent province have to go dead when they are doing the educational program in, let us say, New Brunswick because the program does not fit into the Nova Scotia curriculum or vice versa.

Mr. Prittie: What is the loss if there is dead time? It is pretty dead anyway, is it not?

Mr. Jamieson: I think we could get into a long discussion about this. It is a technical problem, dismissing altogether the value of the programming.

Mr. Davis: Mr. Chairman, just to add to that you get into the problem of the CBC and its affiliates. The affiliates may not always agree with head office or with the CBC about what should be programmed. I think, gentlemen, while there may be one or two areas we could explore on a very limited and temporary basis, this would not permanently solve the problem.

Mr. Prittie: Mr. Chairman, I am just looking to the fact that these other facilities may not be ready for a year and a half.

Mr. Davis: Yes, indeed I appreciate the point, Mr. Prittie.

• 1140

The Chairman: They have not been ready for the last few years, but in any event the other question I want to ask is about VHF channels in Southern Ontario which you mentioned could be utilized if they are available. Do you know of any VHF channels available in Southern Ontario?

Mr. Davis: Perhaps Mr. Bowers could give you a very rapid rundown of what technically might be done. I want to make it very clear that this is a technical position.

Mr. P. Bowers (Chief Engineer, Educational Television Branch): We have prepared 10 technical briefs for various areas of Ontario. A number of them are on UHF channels and a number on VHF channels. Of the total of 33 stations we envisage, we think that 24 of them could be on VHF by using limited allocations.

The Chairman: Just looking at the map attached to your brief, I do not see very many indications of VHF channels that are available in Southern Ontario. When we see channel six, channel four and channel 11, does that indicate a VHF?

Mr. Jamieson: Yes.

The Chairman: So there appears to be a strip of channels running from the Cornwall area...

Mr. Bowers: If I may interject...

The Chairman: ... over to the Parry Sound area.

Mr. Bowers: If I may interject, this map was prepared on the basis of existing DOT allocations and since that time we have been able to study given areas and, in effect, fit

VHF drop-ins into these areas. In the southern area, London, Windsor, Toronto, Owen Sound, Ottawa, Cornwall all would be UHF. There is a channel six possibility in the Kingston-Belleville area and there is a channel four possibility in the Bancroft area. I am sorry; that is about the extent of what I can tell you at the moment.

Mr. Jamieson: If the VHF drop-ins were to be employed in any of these instances—and I take it the ones you are outlining are drop-ins, limited coverage—would the coverage, forgetting the reception side of it, be greater or less than if you employed, let us say, a high powered U?

Mr. Bowers: We would have to increase the power of the U to provide equivalent coverage. We are tackling this as a sort of total area coverage requirement so that...

Mr. Prittie: I know what dropout means but I do not know what drop-in means.

Mr. Jamieson: It is a limited coverage sandwiched in between two adjacent channels. Is that right?

Mr. Bowers: Yes.

Mr. Jamieson: But you can only get a limited amount of power.

Mr. Bowers: That is correct, although you can get quite extensive coverage on VHF compared with UHF for a given power level.

The Chairman: In the case of the new VHF channels that you propose in those areas, would you be able to give assurance that interference would not be caused by reception of existing channels?

Mr. Bowers: All these allocations would be in accordance with DOT and international standards.

The Chairman: We have heard of other applications which have been in accord with those agreements and regulations but which still have presented a great deal of anxiety to television watchers because, despite complying with regulations, they threaten to cause interference to some degree with existing viewing patterns.

Mr. Bowers: In conventional DOT practice the applicant has to undertake to correct any interference that occurs. I do not believe that any of the applications we are proposing would be of this nature.

Mr. Davis: Mr. Chairman, I am interested in this aspect and I am sure your Committee is too, but I am wondering whether we should become involved at this stage in what is basically a very technical problem. We are saying as a matter of policy that where they are available and where it makes sense to use them we prefer VHF to UHF just because of the economics and the coverage that is available. Once the policy has been determined and the legislation set, the question of whether, in fact, the various channels can be used for ETV is something that perhaps the DOT and the applicants, whether they be the provincial authority or others, will have to determine on a rather technical basis. This is only my own assessment of it.

● 1145

The Chairman: Of course, there has been a recommendation of policy by the Secretary of State that UHF facilities be used exclusively for ETV and in order to understand that recommendation and your position with respect to it, I think we should pursue the technical matter to some degree.

If I may, I would like to ask as well whether any application has been made by your Department for use of the 2500 megahertz band?

Mr. Davis: I do not think any formal application has been made and I think our assessment at least, Mr. Chairman, is that until these other matters are resolved there is not too much point in making an application. If you are suggesting that...

The Chairman: But you have made an application for Channel 19.

Mr. Davis: We made an application for Channel 19 prior to the White Paper which rather delineated the areas the federal government thought would be the basic areas of responsibility. Our application for Channel 19 came in prior to the White Paper.

The Chairman: You have not had any serious negotiations with the Department of Transport concerning the allocation within the 2500 megahertz band?

Mr. Davis: There have been discussions but there has not been a formal application.

The Chairman: Do you have an idea of what you would want within that band?

Mr. Davis: Yes.

The Chairman: I think I understand your comments about the constitutional position but I want to be absolutely sure. I think you recognize very clearly the fact that the federal government has a responsibility for the protection of the air waves under its jurisdiction over broadcasting. I do not think you have questioned that.

Mr. Davis: No, Mr. Chairman, I have not questioned that in our brief and I do not propose to question it so long as we can come up shortly with a workable solution to this somewhat complicated problem. I think we could become involved in a bit of a philosophical discussion of this whole question if we wanted to do so but our position in Ontario is simply, let us solve the problem. We are prepared to accept the position stated in the White Paper. Let us move on from there. If we cannot resolve it, maybe some day we could get back to...

The Chairman: Without getting into a philosophical discussion, but trying to stick to the problem that faces this Committee, if one recognizes the federal responsibility for broadcasting is it fair to assume that some federal agency, if not the federal government itself, will have to maintain some means of assuring that the public interest in the air waves which comes under federal jurisdiction is preserved, no matter what the material conveyed over the air waves might consist of, despite the fact the material is educational, and that the bounds of policy which have been delineated through the years for the protection of the air waves are not overstepped by whoever is using them?

• 1150

Mr. Davis: Mr. Chairman, what does one mean by "protection of the air waves"? Are you referring to the distribution of a broadcasting system to the general public, or do you mean by "protection of the air waves", protection to the public with respect to the material that is either telecast or broadcast?

I think we could get into a very long discussion here and when we get into the latter area, is it a question of protection or can we not rely to a substantial degree on the public's being able to protect themselves when there is a variety of choice? If they are not enthusiastic about what they are watching on a particular channel they flip to another channel.

ETV would not have a monopoly, for instance. They could move to another channel if they did not like what they were watching. But I think we must be careful—and I am trying to answer your question—not to put ourselves, and when I say ourselves I am referring to either a provincial or a federal agency, in the position of determining for the public exactly what they should see.

I do not know whether this is a very good answer to your question but I am very much of the opinion that constitutionally there is a federal responsibility to see that the allocation of TV, and this is basically what we are discussing today, is made in the public interest and that all segments of our society are, in fact, being served.

We are here today because we suggest that the educational aspect of our society is not presently being served; I think you recognize this, obviously the White Paper recognizes it, and is this not the basic area of federal responsibility?

The Chairman: You would not suggest that there is no federal responsibility for what is broadcast on the Canadian air waves as opposed to the facilities by which it is broadcast?

Mr. Davis: I do not know, Mr. Chairman. We get into an area where we literally could spend days, weeks, months, years and this discussion will be going on for the next 20 years. All I am saying is that when it comes to the educational aspect of what is transmitted, education basically and constitutionally is an area of provincial responsibility and surely a provincial agency or the provincial public are in a position to determine how acceptable, if I may use that term, the material is that is being transmitted. I do not know how else you approach it.

The Chairman: That presumes, I think—and I hope you will agree—some definition of what is educational.

Mr. Davis: I am not quarrelling with the definition of what is educational. In my experience education is one of the toughest things properly to define, and you may find this reflected in the material I submit to you, but nonetheless we do not quarrel with the definition's being in the legislation. What I am suggesting is that it be broader than it is at present.

The Chairman: I think you will agree, though, that if provincial authorities in this field are to have the kind of carte blanche which you ask for in terms of content of programming, one must know, for the purpose of these agreements and this legislation, exactly what are the limits of education. I repeat, for the purpose of these agreements and this legislation.

Mr. Davis: Mr. Chairman, if you are assuming that some organization must have the responsibility for determining what the public should in fact see—I am not even sure how valid this is, when I think of it, and I hope the press will treat this with some understanding as I really am thinking out loud...

Mr. Jamieson: Go ahead, you are doing all right.

Mr. Davis: If somebody must have this responsibility, and I say this with the greatest of respect, is a federal agency in any better position to make this determination than a provincial agency when the educational broadcasts are being basically directed to the people within that province? In other words, do they have any greater wisdom, knowledge, foresight, whatever term you may wish to use—this select group of people at the federal level—than a similar group of people at a provincial level?

• 1155

Mr. Cowan: Did you not demonstrate that last week?

Mr. Davis: I do not know.

Mr. Richard: You object to any outside agencies having the right to turn off the switch?

Mr. Davis: I object to them having the right to turn off the switch if the turning off of the switch is not merited.

The Chairman: So within the bounds of education you want to be completely free to broadcast what you wish?

Mr. Davis: Mr. Chairman, I feel this way and I feel very strongly about it. Education today is such—this applies whether we are talking about ETV, curriculum or what have you—that the provincial agency is in a better position, quite frankly,—and I think I have always taken a rather broad view of national

responsibilities—to properly assess what should be developed in an educational program within the provincial jurisdiction.

The Chairman: I do not challenge that. In fact, I agree with it. However, what you have said underlines the fact that in order to determine the extent of your carte blanche you must have a definition of education for these purposes.

Mr. Davis: Yes, I am not quarreling with that, but we should try to make the definition as comprehensive as possible within the acknowledged fact that it is to be educational.

The Chairman: Yes.

Mr. Davis: Your impression of the legislation may be different from mine, but I really think it is narrow, Mr. Chairman.

The Chairman: We do not have any legislation yet.

Mr. Davis: I am sorry, the draft proposal.

The Chairman: You quoted with approval from the conclusions of the Third International Conference on Educational Radio and Television held in Paris last March. As I understand it, the Secretary of State's proposed definition of educational broadcasting conforms closely to the one arrived at by that conference.

Mr. Davis: It is fairly close. We do not think it is as broad as the one resulting from the discussions in Paris.

The Chairman: You have very kindly undertaken to submit to us your idea of such a definition, and I think that will be one of the key contributions to our study.

Mr. Davis: Particularly if by any remote possibility your Committee, Mr. Chairman, were to accept it.

The Chairman: Perhaps it is not that remote. I am optimistic.

Mr. Prud'homme: You have had many meetings between the various ministers of education. Did you ever discuss ETV?

Mr. Davis: We had a discussion at our most recent meeting with respect to what the various provinces are doing in ETV and, shall I say, the medium generally, and it is fair to state that to date one or two provinces are more advanced in their thinking than others.

We have now set up this formal committee within the council of ministers to exchange further views, plans, and so on, to see how we can help each other in our approach to ETV. We are doing this in two ways; one, by getting eventually some over-all scope to our programming and, secondly, quite frankly, from the economic standpoint. There is no point in the various provinces producing identical programs if some day we can reach a point where we could say, "Well, what brought us here? You have a particular interest or expertise in a certain area; we would be interested in using the programs you produce in that area within our own system, and vice versa". We think there may be a few programs produced in Ontario over a period of time that will be helpful to our sister provinces.

Mr. Prud'homme: Do you think there should be a federal-provincial conference between the federal department involved and the provincial ministers of education?

• 1200

Mr. Davis: I think, Mr. Chairman, it might be a shade premature to make that suggestion. I think the departments of education across Canada have to do a little more thinking on the problem before such a gathering might be helpful. As far as we in Ontario are concerned, we would be prepared to discuss any of these aspects with a federal agency at any time.

Mr. Jamieson: In line with the need for compatibility of equipment, which I think could be a real dog's breakfast if it were not co-ordinated, are you planning for a totally coloured compatible system?

Mr. Davis: Yes.

The Chairman: Mr. Davis, this discussion has been extremely useful. We are grateful to you and your colleagues for having come here today and given us such a comprehensive picture of what you have been doing and what you hope to do in this field of educational broadcasting. I think we all would like to express our appreciation for the pioneering which Ontario has done in this field and we hope the federal authority can contribute to your progress while still carrying out the responsibilities that we see for the federal level of government. We thank all of you very much for appearing before us.

Mr. Prud'homme: May I just add one comment? I wish to say that I am very happy to have seen and heard you this morning and, without being partisan, I am very sorry that one of the major parties decided to boycott the Committee this morning.

The Chairman: It is their loss.

Mr. Prud'homme: Yes, but I am sorry that through their absence they missed a good presentation.

Mr. Davis: Thank you, Mr. Chairman.

The Chairman: Our next witnesses are from the Metropolitan Educational Television Association of Toronto. I will now ask Mr. Brisbois to speak.

Mr. E. J. Brisbois (President of Metropolitan Educational Television Association of Toronto): I would like to make a few opening remarks and then turn the floor over to Mr. Yost. I would like to go on record as saying that I am fully in accord with the remarks made by the Minister of Education, Mr. Davis.

I first want to describe what META actually is, and I think the best way I can describe it is by saying that it is a co-operative which has been operating in the city of Toronto since 1959, and more latterly the metropolitan region, which incorporates, I think I can safely say, most of the educational bodies within the community.

To give you an idea of the extent of our operation, in the 1968-69 school year it is our intention to produce some 520 programs. I might say that one of the considerations that brought us here has been taken care of by the Minister this morning. One of the things that we had intended to ask for, and about which we feel very strongly, is a provincial educational authority, and the Minister has stated the design of his Department and of the Cabinet very well. I may say that at this stage we do endorse all the things that the Minister has said. Our involvement in educational telecasting is that of a regional organization, and under his provincial authority we see, of course, the opportunity for our well-being and our continuing existence.

With those few remarks I would ask Mr. Yost, who is our Executive Director, to lead more precisely into this matter of our brief.

The Chairman: Mr. Yost.

Mr. Elwy Yost (Executive Director of The Metropolitan Educational Television Association of Toronto): Thank you Mr. Chairman and Mr. Brisbois.

I would like to start off by echoing Mr. Brisbois' enthusiasm over the presentation by the Minister; we are in full accord that it is very exciting.

To introduce my presentation proper I should like to quote from a photostat of an article a colleague of mine in the CBS Laboratories sent me:

A few weeks ago Peter Carl Goldmark, president of C.B.S. Laboratories, was asked on a radio interview whether he thought mental telepathy would ever replace television. Goldmark hesitated, rubbed his glasses, and said cautiously that there might be some undiscovered radiation from the brain that could some day provide a new communication channel. "But that's a long way off," he added hastily. After the program he turned to one of his aides and asked rather worriedly: "*Do you think I went too far?*"

• 1205

There are two inferences I would like to draw from that and apply here. Perhaps we at META hope that the educational Broadcasting Act will go too far. By this I mean that it will carry with it a strength and integrity of vision beyond the commonplace—that it will do something, in other words, that it will give large and definite viability to the entire growth of educational broadcasting in this country nationally, provincially, and regionally.

Secondly, in a more humorous vein, if you will permit me, if there ever should evolve the day when there is in this country a standing committee on broadcasting films and mental telepathic communications, let me suggest now that in legislating areas of control between the federal authorities and the provinces, the British North America Act will be in serious difficulty.

Gentlemen, I would like to begin my address by commenting upon the brief submitted to the Committee by META.

On page one, and Mr. Brisbois has alluded to this, there is a statement of who we are. We were founded in late 1959, and incor-

porated in 1961 under the statutes of the Province of Ontario, as an organization of educational institutions in the Metropolitan Toronto area to develop and stimulate the use of television for a wide range of educational purposes. Since its inception, META has been engaged in the production of instructional and other educational programs, at the elementary, secondary, university and general adult education levels, utilizing the production assistance and facilities of the Canadian Broadcasting Corporation (CBLT-TV, Toronto), Baton Broadcasting Limited (CFTO-TV, Toronto) and more recently Niagara Television Ltd. (CHCH-TV, Hamilton) for broadcasting. Other activities have emphasized the training of teachers, subject specialists, and other educators in the disciplines of television in education. Through conferences, news-letters, publications, and other information techniques, the latest developments in research and other aspects of educational television are brought to the attention of staff members of the member institutions.

It is pointed out that META has achieved international recognition of its programs in the Ohio State University Educational Television and Radio Awards, in the Japan Prize, a world-wide competition sponsored by the Japan Broadcasting Corporation, and in its own province via the Ontario Teachers' Federation. We believe that META has effectively demonstrated the vital role and significance of a body that, in a co-operative and participative fashion, utilizes the talents and resources of virtually all educational bodies throughout a region, to enhance the educational opportunities of children and adults.

Then we set out what we do. Mr. Brisbois has already commented on the numbers of programs we are doing and are turning out. I would draw attention here to one specific fact, that some 200 elementary and secondary school teachers come to meetings on a curriculum basis—there are now about 16 or 17 curricula covered—and plan all the programs on an in-school basis that we present.

Further down that page we list the associate members of META. These are the people who appoint active members, from which our board is drawn, and contribute grants to keep us alive and developing:

Art Gallery of Ontario

Board of Education for the Borough of East York

Board of Education for the Borough of Etobicoke
 Board of Education for the Town of Mississauga
 Board of Education for the Borough of North York
 Board of Education for the Borough of Scarborough
 Board of Education for the City of Toronto
 Board of Education for the Borough of York
 Metropolitan Separate School Board
 Ontario Secondary School Teachers' Federation, District No. 7
 Royal Ontario Museum
 Ryerson Polytechnical Institute
 Scarborough Public Library
 Toronto Public Library
 University of Toronto
 York University
 Below the associate members we list the sustaining members:
 Aurora Public School Board
 Board of Education for the Town of Burlington

Mr. E. J. Brisbois, President
 Mr. Alan Archer
 Mr. Wm. E. Beckel
 Mr. T. D. Boone
 Mr. A. W. Bowron
 Mr. F. R. Branscombe
 Mr. James Doris

Mr. Ronald E. Jones
 Mr. A. F. Knowles
 Mr. J. Stuart MacKay
 Mr. Robert Smith
 Mr. Anson S. Taylor
 Mr. J. A. Turner

Then we start the brief proper. I would draw your attention to an attempt at definition. I doubt if these will fulfil the Chairman's good wishes, as expressed earlier to Mr. Davis, but at least it is an attempt.

1. DEFINITIONS

(a) ETV: Educational Television (ETV) is a hybrid of pedagogy and broadcasting which covers a total spectrum of programming from re-school to old age and whose abiding goals are enlightenment, wisdom, imagination, knowledge, information, instruction and citizenship.

The Chairman: Everything but "sin".

Mr. Yost: I knew we had left something out. Maybe that could be the entertainment

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Board of Education for the City of St. Catharines
 Kitchener Separate School Board
 Markham Public School Board
 Ontario English Catholic Teachers' Federation
 Ontario Separate School Teachers' Association
 Pickering District High School Board
 Public Health Conference Area No. 2
 Richmond Hill Public School Board
 Township School Area of King
 Township School Area of Vaughan
 York Central District High School Board

While the sustaining members have no voting power in META, they indicate something of the interest in META throughout the metro Toronto broadcasting area—and it is a big one as you can see, all the way from Toronto itself right through to St. Catharines.

The following is a list of the Board of Directors of META and the institution they represent:

—Metropolitan Separate School Board
 —Toronto City Board of Education
 —University of Toronto
 —Etobicoke Board of Education
 —Scarborough Public Library
 —North York Board of Education
 —Ontario Secondary School Teachers' Federation, District No. 7
 —Metropolitan Toronto School Board
 —York University
 —Ryerson Polytechnical Institute
 —Metropolitan Toronto School Board
 —Scarborough Board of Education
 —Board of Education for the Town of Mississauga

factor that is so frequently missing, I suppose, in some good educational programs. We will take that up, sir.

(b) ITV: Instructional Television is that aspect of ETV programming which specifically relates to short or long segments of a given curriculum, or to a curriculum in its entirety. In other words, it is ETV but applied directly to curricula.

(c) CETV: Continuing Educational Television is that aspect of ETV whose concern extends from post Secondary School to old age. It embraces the more formal aspects of post secondary curricula such as University, Community College and Polytechnical courses.

● 1210

2. ADULT OR CONTINUING EDUCATIONAL TELEVISION (CETV):

CETV, by definition, is a form of programming designed for adults; therefore it must have access to home receivers if it is going to have any meaning. The VHF broadcasting band is the best means of transmission to the home, and will be for some time to come. Without special considerations (for example, a subsidy), the UHF band will not prove truly viable for CETV in the home for many years. One conclusion is clear: the Federal Government should make available remaining, unoccupied VHF channels in Canada to Provincial ETV Authorities, which should include properly qualified regional or community ETV Associations.

But what is the substance of this recommendation? The fact remains that there are very, very few VHF channels that are unoccupied and unassigned in Canada today. Only in western Canada do we find fairly tangible evidence of their presence, and there the incidence is approximately one per large urban prairie centre. British Columbia has channel 10 in Vancouver, Channel 7 in Prince Rupert, 12 in White Lake, and limited "V" allocation in the Okanagan District. Northern Ontario has reasonable "drop-in" or limited allocation potential plus four "V's". Quebec is very similar, with only two "V's", however. And in the Maritimes only Channel 8 on Prince Edward Island, two "V's" in Newfoundland and one in Nova Scotia remain vacant. It is rumoured that Channel 9 in New Brunswick has already been applied for by the CBC. But in all other population-concentration areas running from the Lakehead to the Atlantic Ocean, there are no free VHF channels. We understand that even the proposed Channel 13 move to Toronto has not been approved by the D.O.T. as of this date.

Thus the essence of our VHF recommendations apply to Western Canada and to the more remote northern sections of our provinces. For the rest of Canada—and the greater portion of Canada in a population sense—the UHF band, present commercial VHF channels, and Cable Television potentials represent the only real means of home receiver access. Even the future of Satellite ETV would appear to be predicated upon UHF transmission in rural areas and Cable Television in urban centres.

Therefore, with respect to the development of Adult or Continuing Educational Television in Canada, we propose the following:

(1) *That responsible educational Bodies be given first option on unoccupied VHF channels.* To qualify as "responsible", an "educational body" would have to be approved by its *Provincial ETV Authority*. The purpose of such a Provincial Authority would be to oversee ETV developments within each respective province. This will be referred to later in this brief. "Responsible Educational Bodies" would also include all Departments of Education.

(2) *That the proper government authorities will encourage television manufacturers to produce all-channel receivers* (for example, tax rebate, etc.). This encouragement will give viability to the whole future expansion of UHF in Canada.

(3) *That all Cable Television developments be encouraged to carry ETV programs.*

(4) *That while we have been thinking in terms of originating ETV programs over an ETV station, the government would encourage all stations to incorporate a substantial amount of ETV programming in their schedules, day and night.* It is our hope that META and other like bodies would continue to work with stations across Canada as a team in developing this kind of programming.

I need only again refer to the fact already mentioned, gentlemen, that we have up to now have been on an extremely co-operative basis with CBC and CFMT in Toronto. They have been extremely co-operative with us. We would like to see this kind of thing always continue and develop.

3. ELEMENTARY AND SECONDARY SCHOOL ETV

We recommend the following:

(a) *Federal government approval of a network to provide ETV programming in each province across Canada.* In connection with the establishment of a network, we assume it is understood that in terms of effective utilization other means of communication (i.e. cable, 2500 megahertz) will be required.

4. FEDERAL ETV AUTHORITY AND PROVINCIAL ETV AUTHORITY.

(a) We propose that a *Federal ETV Authority*, duly representative of education and broadcasting be appointed to oversee developments of ETV in Canada. It would have control of the licenses and the provision and ownership of the broadcasting facilities. Addi-

tionally, the role of the Federal body would be to encourage the orderly development of ETV on a national basis in cooperation with the different Provincial ETV Authorities.

(b) We strongly support the concept of *Provincial ETV Authorities*. Such Authorities would oversee all ETV developments within each province. They would be representative of the major educational and broadcasting interests within the province.

I would now like to comment on a statement that META has prepared in reaction to the draft bill on educational broadcasting presented to this Committee on February 8. This is for immediate release to the press. It was awaiting approval of the Board and as the Board has given approval I shall read it now.

The Chairman: Mr. Yost, have we copies of that?

Mr. Yost: No, you could not have copies, sir, because it has just been approved by the Board of Directors. I have heard from more than a quorum. I have only my own copy but these can be sent to you, with the Board's permission.

• 1215

The Chairman: Thank you.

Mr. Yost: I am now going to read a statement by META on the proposed educational broadcasting legislation, and I will be interpolating from time to time.

In her Feb. 8 presentation before the House Committee on Broadcasting, Films, and Assistance to the Arts, Miss Judy LaMarsh invited "informed criticism" and "helpful suggestions" on the new Educational Broadcasting draft proposal, and it is to this end that META wishes to address itself here.

We seem to be very much disposed generally toward the broadcasting legislation as outlined in Miss LaMarsh's draft bill. I hope I am not telling tales out of school but I bring an approach of extreme bias to this because I had an opportunity of meeting Miss LaMarsh and the great pleasure of kissing her on the national network on New Year's Eve. With all those memories in mind, it grieves me to be at all critical but, dauntless we proceed. Doubtless, this will come up in the House of Commons, with the CBC under attack; it happened to be the network in question.

"Educational Programs": The proposed Educational Broadcasting Act defines Educational Programs in a manner that relates them exclusively to elementary, secondary and college levels of participation. Such programs would, in effect, involve registration or enrolment, examination, and credit. This definition unfortunately does not recognize a key 20th century fact of life: *that education is a lifelong process*. Adult Education in Canada has traditionally been developed on a very broad basis with programs, carried on by a large number of groups, organizations or institutions, both governmental and non-governmental. Many of these programs for adults lie outside formal curricula structure, for example the activities carried on by the Public Libraries, Art Galleries and Museums, and by community organizations such as the YMCA, YMHA, Catholic Youth Organization, and the Home and School Associations. In general, the activities of these associations or organizations are non-curricular in nature, more oriented to the personal development of the individual in society than to the systematic acquisition of knowledge. It is estimated that more than half the adult education activities in Canada are of this nature.

We feel it is very important that any definition of ETV be sufficiently flexible to encompass this broad spectrum of Canadian Adult Education Programs.

There is no allowance in the "draft bill" definition for "adult education" in the informal, but nevertheless essential, sense, just outlined. Further, there is little recognition of the growing needs of a population whose educational requirements are rapidly expanding. Canadians require community-oriented programs and studies in depth on a number of things; I have listed a few: citizenship, civil law, economics, government, environment and change, the processes and problems of ageing, automation, conservation, urban growth, minority problems, leisure, arts and crafts, speed-reading, and local amateur artistic talents.

In this connection META is now preparing for consideration, a brief, related—of course to the Toronto area, that whole broadcasting region, in respect of importing concepts of English to Italian women in Toronto. We have a very large ethnic group there. We feel educational television can do something about that, and we are working on that now.

We recommend that the draft legislation be broadened to include general educational programming for the adult in his community. The definition I gave 10 or 15 minutes ago, I think, would be in line with that.

"*Provincial educational authority*": the draft bill defines this as "such person, body or authority as may be designated by the Lieutenant Governor in Council of (the province it applies to)", etc.

The "Authority" so designated here is referred to constantly throughout the Act. Clearly, its prime mandate is to oversee all educational programming within the borders of each province. As such, its role in the future development of ETV and Radio Broadcasting in Canada will be profound.

We are not talking, in this Act, of closed circuit or narrow-casting. We are talking of broadcasting, and the emphasis is on "broad". Programs go to the homes of our citizens, as well as the schools. Therefore, it is of the utmost importance that the appointed "authority" be representative of the broadest possible educational interests that exist within each province. *Recommendation*: that every encouragement be rendered to all the provinces across Canada for the adoption of the principle outlined in September, 1967 by Mr. William Davis, Ontario's Minister of Education: "ETV's independence would be insured by a council of responsible members of the educational community. Whether such a structure is called a Board, a council or a commission is a matter of semantics. What is important—is insuring that educational television will be free of political influences and also that the considered opinion of all who are responsible for education at all levels—be respected."

• 1220

Although the following matter does not fall directly within the purview of the proposed legislation, META wishes to place it on record here for whatever useful purpose it might serve:

We are extremely cognizant of the splendid educational programs produced on a national level by the CBC and CTV, and provincially by such institutions as the Dept. of Education for the Province of Ontario. However, we would like to emphasize that it is on a *regional or community* basis that many major developments in radio and ETV are taking

place in this country today, i.e. CARET in Calgary, MEETA in Edmonton, META in Toronto and area, the Ottawa School Board, the plans for PET (Peninsula Educational Television in the Niagara Zone) etc.

It is our sincere hope that every encouragement will be rendered by the Canadian Educational Broadcasting Agency and by the Provincial Authorities toward viable regional-community program planning, production and broadcasting by responsible bodies, living and working in those areas. It is in this local context that support can be given for the creation of 2500 megahertz and cable facilities, multiple transmission systems which are today necessary for the effective utilization of programs on an in-school level where complicated timetables, large urban problems, etc., seriously thwart "single-play" presentations. Nor should any effort be spared to encourage the use of compatible videotape recorders in our schools to facilitate re-play flexibility. These local or regional systems and methods, and those of other evolving technologies—when united to the "backbone" ETV Channel networks that the draft bill proposes for each province—will give education from pre-school to old age, an effectiveness, an imagination, and a thrust it has never had before in the history of Canada.

I have a few personal comments on other areas, one concerning the federal authority, CEBA, as proposed in Miss LaMarsh's bill. I would like to express views and thoughts that have been a long time forming but at least they are one man's honest opinion. There has been much talk and much press about the possible misuse of ETV at the provincial level. I believe it was Mr. Jamieson who wondered, "Who would blow the whistle on this kind of thing". The legislation alluded to here is obviously the BNA Act, which placed education in the hands of the provinces, whereas broadcasting, as we are all aware, has been federally controlled.

Now, this is how I feel about the matter. Our system of government, our very culture, and I point out again we are not living in a totalitarian system, has I think too many checks and balances built into it to allow the aforementioned misuse to take place. This presupposes that any province in Canada would be bent on some form of misuse, which I think is really quite remote and quite hypothetical. In provincial systems of election

people can vote out of power the party that they are not satisfied with. Provinces contain all kinds of formal and informal educational groups from teachers federations to parent-teacher associations, from regional ETV organizations like META or Ottawa or CARET to library associations, from citizens' committees to labour associations like the WEA. If this hypothetical misuse—I put that word in quotes—by some wild stretch of the imagination began to emerge as a thing of reality, I am confident that the many educational groups, a few of which I have already mentioned, would wail such protests that misuse would never get off the ground.

As another safeguard we have of course the whole proposal for a provincial authority, which the draft bill proposes, and on which Mr. Davis spoke at length today. I have already made my thoughts known here. As long as this authority is democratically constituted, it will be an effective watchdog on all ETV developments within the provincial terrain.

Next, if the proposed CEBA or federal authority should ever discover what it deems to be mal-use of ETV broadcasting facilities, there is no reason on earth that it could not discuss the matter with the respective provincial authority. It would only do this on issues that threatened a national emergency or disrupted unity and of course it has every right to act in such issues. It must act. It is not a matter of a federal body getting involved in something of a provincial mandate; it is getting involved in something of a considered national order, unity. Anyway, I think we are in error to constantly draw allusions to the pre-electronic—and I emphasize that word—BNA Act. ETV is a hybrid of pedagogy and broadcasting; it is two-headed. Once broadcasting transmission installations go into effect, the federal government is in a way—because you cannot really separate the medium from the message—involved in something provincial, and conversely once provincial educational broadcasting goes into effect in these federally created installations it is in a way involved in something national. I personally like this overlap, this flux, and if you want to call it grey area, you can. It has a hopeful sign of Canadian unity, progress and elevation of standards implicit within it. It is a sort of parleying ground. It suggests to me

that the provinces and federal bodies, rather than being islands, are part of a continuing process.

• 1225

Finally, as one of the last checks against any misuse, we must not forget the living, breathing teacher in the living, breathing classroom, or the adult in his home. If he or she does not want a program, or if the class is opposed, or the family is opposed, then off it goes.

I now wish to address myself to evaluation of program efficacy, pre-testing of programs, the statistical scientific approach to ETV program evaluation, original research, and so on. I believe this came out some days ago when other members from our area were here. I read *Hansard* on this. I thought I had better make a few comments.

Before reading a one-page statement prepared by one of my colleagues at META, let me say that although we at META—and I feel this would apply to the other educational broadcasters in this country—do our best to keep posted via journals, newsletters, conferences, etc., on the major research taking place on ETV across the world, and although we relate as much as possible of these findings to the teachers who write the scripts and create our programs, let me re-emphasize that ETV is not solely pedagogical.

Despite all the statistical data in the world, and the pre-testing that you would care to bring to bear on the creation of a certain specific program or series, you can be no more ultimately—I emphasize that word and use it with discretion—positive about its outcome—its true efficacy—than you can about the outcome of a Hollywood movie or a Broadway play prior to the initial testing or showing.

The chemistry of broadcasting involves artistic creation, and this cannot be legislated. You can preview your presentations, of course, and when we have a more flexible transmission system in Metro (cable or Megahertz, etc.) we will do just that; but by then, the time and talent and money will have been spent, will it not? The real answer, it seems to me, lies with the experience and talent and wisdom of the teams of pedagogues who understand broadcasting and who create the programs. You rely, in other words, on qualified people.

This statement on evaluation is by Mr. Neil McLean of META. It is as follows:

As far as our own evaluation procedures are concerned, they occur both before and after telecast:

A. Participation by teacher teams... and he lists a number of teachers; and I again point out that there are 200 of them, and it is growing.

...ensures that an effective, positive, understanding and sympathetic attitude is present in the preparation of scripts. These men have a wealth of experience in the classroom and work well with Broadcasters.

B. ETV Co-ordinating Committees...

These consist of key people from all of the 16 planning teams who work in unison, meet regularly and evaluate and relate the experience of the school to the central source at META.

C. Preparation for programming involves the supplying of teachers' notes,...

detailed notes.

...through which teachers may effectively prepare their classes for viewing.

and be effectively guided in follow-up procedures.

D. Evaluation is still achieved informally. There are two possible situations. Feedback from Team Members brings effective criticism to bear...

Again, Toronto has many teachers, but at least 200 of them create the programs. They are teachers who teach, and we have this constant feedback. They create the programs and see them in the schools, and they question students and other teachers. Therefore, there is this constant process.

Evaluation cards permit teachers to voice their opinions, criticisms and suggestions. Major critical opportunities have been presented to students to receive their opinions on programming.

In the nature of research, we are very concerned about the comparative efficacy of black and white television as against colour.

I have a brief statement which comes from Mr. R. Dodge who heads elementary school television for META:

... we plan to conduct a research probe to seek out differential attitudinal responses which may result from colour and black-and-white exposure in a classroom telecast. The probe is designed to be run in conjunction with the new META elementary Art production, *The Silent Language*, to be telecast over

CBLT, Channel 6, February 22... and so on.

This project is a preliminary probe into possible educational "values" of color television and, it is hoped, will suggest questions for more detailed investigation at a later time. A large study population is not necessary for such a probe, although compatibility between samples is desirable. Although novelty cannot be fully combatted at this level of sophistication, the questions and strategies devised for this probe will be little susceptible to pure novelty in the viewing situations.

As a further research endeavour and to give an indication of what is happening across this land we are exploring the whole world of cable and Megahertz for META. I have a brief here. I cannot release it to you yet because it has not been seen by the META Board.

I have just come back from field trip studies in the United States, and my enthusiasm for certain specific regional areas is profound. However, you just cannot rely entirely on that. You need a backbone network across the great girth of these provinces, but tying into this great artery, in certain pocket areas, I think we can have some very fine, flexible developments, in the Megahertz and cable, allowing 12 programs at once, a lot of replay and so on.

• 1230

A final note about the national front. I spoke earlier against the creation of islands. I spoke for harmony and a continuing process. I welcome the national-provincial grey area.

Although today I hope we will all agree that ETV under provincial authorities is a good thing, and although we may agree that regional community development is also a good thing, let us not neglect the national role in ETV content. I am referring specifically to past, present and future contributions to edu-

cation made by the CBC and by the NFB. Both of these organizations actively create programs of a cultural educational nature that school children are watching in class, on the film projector, on the TV receiver, at home on television and at the cinemas, the latter being largely those of the NFB.

These two organizations actively help institutions such as my own, META, in the creation of programs. We at META are meeting currently with the NFB to determine the possibility of specific program projects which will meet the mutual need of our respective institutions and mandates. It might be an in-depth series on urban geography which we would want for Metro Toronto use, and which the NFB would want for distribution to other urban centres across Canada. In addition, the NFB represents a wealth of film clip footage which we constantly use to give our programs the added dimension that only film can provide.

The CBC has played a major role in the creation of META. Many of our programs have been produced in association with the CBC—in particular, CBLT—and the schools and youth department under Mr. D. McCarthy in Toronto; and we get air time on mornings for broadcast purposes.

It would be remiss of me at this point to neglect CFTO, the Toronto outlet for the CTV network. In production facilities and air time CFTO has also played a prominent role in META's development over the past eight years.

To return to my main theme, I hope that through the federal ETV authority—CEBA, as Miss LaMarsh calls it—program and series concepts originating on provincial and regional levels across the country could be forwarded to the CBC and NFB for perusal, consideration, follow-up and development.

The NFB and CBC have vast creative and production resources which no other body can duplicate—the NFB in the field of cartooning alone, and the CBC in the tremendous field of news and public affairs, for example—and it would be a shame—in fact a wrong—were these resources not used for the kind of educational project that they are so adept at handling, such as projects that relate national phenomena to the classrooms of the country.

These, then, Mr. Chairman and gentlemen are META's views on the future development of educational television in Canada. I am ready for any questions, and doubtless Mr. Brisbois also is. Thank you.

The Chairman: Thank you, Mr. Yost and Mr. Brisbois. Mr. Jamieson has a question.

Mr. Jamieson: I will find it difficult to refer to my friend Elwy as Mr. Yost, but I suppose we had better preserve the proprieties.

Mr. Yost, I take it from all your references to what you call the "grey area" that what you are really advocating is a pretty pragmatic approach to the whole question of ETV in Canada. In effect, and without putting words in your mouth, if the BNA Act gets in the way we should not allow it to really hamper what you regard as a great potential for learning?

Mr. Yost: I would say that. I would refer to it as pre-electronic. If we discover something that we can agree upon that is good for the young and the old of this land we should proceed in that direction; but it is not always easy to determine.

Mr. Jamieson: You commended Mr. Davis, and although, on the one hand, he was conciliatory, nevertheless he did indicate, I think, pretty persistently throughout his presentation that the province wanted to hold on—in the broadest sense of that term—to educational broadcasting.

Mr. Yost: I would not differ with that at all, sir. In terms of content, and so on, I agree entirely with Mr. Davis that that is provincial terrain. I merely suggested—and prefaced it by saying it was entirely hypothetical—that in the event of worry or concern at the top a federal ETV authority would be in a position to have discussions on a provincial level, I would hope. I do not believe Mr. Davis outlawed that kind of co-operation.

Mr. Jamieson: You were very sanguine about the possibility that in the mutual interest there would be no problems. You do not suggest, however, that CEBA, or whatever its final name may be, would have any real authority in this. You are saying that if there was a problem you are hopeful that it could be resolved by discussion.

Would you give CEBA what I described the other day as the whistle? Would you give

them any sort of ability to say, "This is not really an educational type of program or series", or "You are using the medium in a way which is inconsistent with the intentions of the Act"?

Mr. Yost: I have such faith—and I may appear naïve before you, Mr. Jamieson—in our system in Ontario, in education as I have seen it develop across this land, and I travel a great deal, that I would say the question is hypothetical, as I also stated it to be entirely remote.

• 1235

Mr. Jamieson: I do not want to involve you in the situation as it now exists, for example, in the Province of Quebec and, as has been stated, in some other provinces. You were good enough to come to Newfoundland for a conference we had on this so you know that the situation is not confined to one province, but there does seem to be a fairly widespread feeling amongst a number of groups that there is the distinct possibility of having this type of development—whatever we call it in the end result, networks or individual stations—employed for purposes that are not strictly speaking educational and which might in the event be regarded at least by some people as being political with a small "p", if that is the right way to put it.

Mr. Yost: If the entire development of a network were completely controlled in each province by, say, one or two people, this might happen because you do not know who they are, but by virtue of the definition of provincial authority, by virtue of Mr. Davis' statements earlier about the breadth and depth of its constitution, the problems will be handled there.

Mr. Jamieson: A lot of these safeguards have been present in conventional broadcasting. We have had the BBG and we have had the absence of this provincial authority element, but it has not prevented a great many furores developing and a steady parade of complaints to the House of Commons that the media are being used improperly. Now, I am going to leave out in-school broadcasting, but in the adult educational field surely it is reasonable to anticipate that there will be at least a fairly widespread range of criticism from parties properly or improperly offended or who feel that they have been offended in

one way or another by some type of so-called enrichment or adult educational programming.

Mr. Yost: We have a democratic structure to handle that, Mr. Jamieson, do we not? Perhaps they will come to Parliament, perhaps there will be discussion if the national front is affected in any way.

Mr. Jamieson: I am terribly impressed by your enthusiasm which I have known for years, but I repeat that it seems to me you are being a little too sanguine about this. To be blunt about it,—and I know you are going to say, "Well, this is a very remote possibility", but you or a previous witness mentioned broadcasts on political science, civics and all sorts of things—what happens if this CEBA organization views a program of this sort that is produced, let us say, by the Province of Newfoundland so there will be no argument that we are criticizing anybody else? You know, it is not beyond the bounds of possibility which is clearly regarded...

Mr. Yost: What are you planning down there exactly, Mr. Jamieson?

Mr. Jamieson: It is not beyond the bounds of possibility that the federal authority would say, "Look, this is a blatant misuse". Now, are they going to go to the revered Premier of Newfoundland and say, "Take it off", and if they do, I do not have to ask you what the answer is going to be, because I think I know. If you reach that kind of impasse, what happens then? In other words, I cannot see how you can have any federal control whatever over this sort of thing in the way that you have with, say, a private licensee whose licence can be withdrawn. Can you, in fact, take a licence back from a provincial authority?

Mr. Yost: Well, they will not own it, will they? The actual owning will be retained by the federal authority, will it not, Mr. Jamieson?

Mr. Jamieson: Yes, but the question that was raised earlier was, who is going to pull the switch, which is tantamount to the same thing.

Mr. Yost: I imagine the federal authorities—you CEBA or perhaps your CRTC—in this proposed change from the BBG initially would control the licences and in effect they would be leased out and the

facilities to federal authorities. If there were something there—I put again, sir—that clearly infringed upon the public weal, the general good, then, as I mentioned in my brief, it would have to be looked into and discussed and I am sure it could be settled. I think we are living in a civilized age.

Let us say one province was intent on causing an insurrection or whatever we may call it; well, I suppose the federal authority then would have to be ever stronger, would it not, to maintain unity?

Mr. Jamieson: Well, I think we could explore this for a long period and I merely want to make this one observation with regard to it, that it surely depends on what we get in the way of a definition of education. If one goes even under your terms which is cradle to the grave type of thing, every facet even including the Chairman's references to sin, you can drive a horse and cart through that. Therefore, it would be perfectly defensible for any provincial agency or any group within a province to say, "this meets the requirements of education".

Mr. Yost: Can you drive a horse and cart, sir, through the educational processes that affect man from cradle to grave?

• 1240

Mr. Jamieson: I do not know. I am not talking about it in a philosophical sense. I am talking about it in the legislative sense. The definition may be broader than the one in the existing proposed Act, but it seems to me that we have to get not so much a definition of education as a definition of education for the purposes of this Act to define what we are talking about. Now, given that preamble, do you think it is feasible to devise a definition which would be permissive enough for all legitimate purposes and yet provide some measure of control?

Mr. Yost: I think it is, sir. I did not mean to be so presumptuous as to imply that the definition I presented, and I think I intimated that too, was all-encompassing. It was an attempt; it is not an easy thing to do.

What I was attempting to do was to stab at the restricted definition contained in the brief. There is one thing in the proposed Act that bothers me and that is that in Miss La-Marsh's Act everything is put on testable, examinable grounds. You know, the great trend in education today is to advance stu-

dents on their own intellectual achievement basis. In fact, sir, it is to do away with exams. There is something almost nineteenth century about that part of the definition.

The Chairman: It does not say that it has to be examined; it says capable of being examined.

Mr. Yost: The inference I drew was the examinable part.

Mr. Jamieson: We have two different things here. I am talking primarily about adult or enrichment or out-of-school broadcasting, which leads me to the only other thing that I will bring up and that has to do with this UHF-VHF controversy, argument or discussion—whichever way you want to put it. Do you anticipate, having said that, there will not be much in the way of VHF in the heavily populated centres, that there would be any conflict—again, I asked this question earlier so I will ask it of you—in a mixed system, a UHF-VHF kind of arrangement? That is, using V's where they are available and U's somewhere else?

Mr. Yost: I see utterly no conflict, sir.

The Chairman: Moreover, I think there is something to be said for the VHF's, wherever it is available, being preserved. Speaking of adult education, the audience in Canada we wish to get to is one that most likely will not have a set that will receive UHF signal. This is the audience that we are most anxious to get to now. We realize that in the big cities the VHF stations probably are all gone, but wherever they exist I believe a great deal of consideration should be given to preserving them for educational use because they will broaden the opportunity to get into the home.

Mr. Jamieson: In that connection if you are dealing with it in terms of today probably you are correct. That is, obviously there is a ready-made audience in VHF and not much in UHF. But if educational television were confined to UHF, I put it to you that perhaps this might result in an added impetus to get more UHF sets. In other words, there would be more of an inclination to force the UHF, either by changeover to accommodate UHF or sets with UHF on them, than if there were a mixed system.

Mr. Brisbois: Mind you, the household economics will determine when the set is changed and I do not think it will be as rapid as we might hope.

Mr. Jamieson: Well, there is supposedly a five-year cycle and if the colour television sales continue it is anticipated that within five to seven years there will be a very substantial number. But that really was not the nature of my question. I think you used the words "encouraged to put UHF on the set". You do not go as far as some have to recommend that we legislate this requirement?

Mr. Brisbois: No, we feel that a very strong encouragement from the federal government in this connection might have the desired effect.

Mr. Jamieson: Why would you not go as far as they have in the United States where in all inter-state, which is virtually everything now, you have to have UHF?

Mr. Brisbois: Speaking as an individual, I would be very happy if such legislation were brought forward because then it would be possible for all new sets to receive all channels.

Mr. Prittie: I have such a bill on the subject.

Mr. Yost: I know. I would like to add to that too, Mr. Jamieson. I think there should be legislation. In formulating a brief you can appreciate that the views of many minds are brought to bear, and that is the actual way the phrasing came out.

Mr. Jamieson: Are you concerned about the possibility I raised briefly with the Ontario Department of Education that in our desire for VHF we may be settling for something less? That is, the so-called limited coverage drop-in, as opposed to a U which has a potential for much wider coverage.

• 1245

Let me put it this way: If you had the alternative of a VHF in an area now, but one very limited in power and very confined in reach, but which gave you an audience at the moment, or if you could put a U in there with a potential which was very much greater in coverage, which I think can be demonstrated is the case in many areas, which is the better choice?

Mr. Yost: I would like to move into the V's now because right away, Mr. Jamieson, I know it will give me a larger audience.

Mr. Jamieson: That is right, but I suggest that may be short-sighted.

Mr. Yost: Then in time I would like to move into the U's, when they become viable enough, and in this way embrace both of them.

Mr. Jamieson: On the other hand, of course, the matter of costs is involved here. If you are set up for V's, and so on, it may not be easy to make this transition.

Mr. Yost: I do not think it would be impossible, sir.

Mr. Jamieson: You are a wonderfully optimistic person, and I commend you for it, but I do not think it is going to be all that easy.

Mr. Yost: May I allude to something which Mr. Stanbury mentioned earlier? Sir, you were saying, and I stand corrected, that it is capable of being examined in terms of the definition of ETV. What I was really trying to get at there was a program on the processes of aging and retirement; programs related to the dilemma of our aged ones. I would love to see some adult education in this respect; programs turned out where this matter would be capable of being examined. I do not know, Mr. Stanbury. I think it poses a limitation, and this is really what I am getting at.

The Chairman: I am not sure whether you attended the Paris conference, but many people there worked many hours on a definition of educational broadcasting and I do not think it differed very much from the one put forward by the Secretary of State. In what way do you quarrel with the conclusions which that conference reached?

Mr. Yost: As a free individual, sir, who has beliefs about the processes of education extending from the cradle to the grave. Who knows, perhaps one day, Mr. Jamieson, we will do a series on ESP and go even beyond the grave. I mention it for this reason, Mr. Stanbury; it is the thinking of a free individual, that is all.

The Chairman: I wonder if you could back up your thinking with some reasons, bearing in mind the pragmatic approach we have to take toward a legislative definition of educational broadcasting?

Mr. Yost: I thought I did that, sir. Perhaps the record will bear me out.

The Chairman: As far as I can judge, your definition includes everything in the world.

Mr. Jamieson: I want to ask one last question and it will be very brief. How ready is the teaching profession for EVT? You spoke about a number of panelists, and so on, and you mentioned 200 teachers were involved. I presume there are many thousands of teachers in the Province of Ontario alone. Frankly, on balance I find them reactionary about the whole thing. Has this been your experience?

Mr. Brisbois: I think perhaps I might take a shot at that question. I think it is safe to say that when we began there was a great deal of hostility toward the medium. It seemed to be that it was going to replace the teacher; this was the idea and the image that was created. However, in the six or seven years we have actually been programming we have seen that idea almost turn the other way, to the point where the teachers are now enthusiastic. The fact that Mr. Yost mentioned 200 teachers, or 200 teams headed by teachers in the classrooms, is not really indicative of the number of people who would like to become involved. It is only indicative of the facility we have and the amount of programming our budget permits. I think we could double or triple that, as the Department has indicated, with the very large number of programs and teachers that would be involved. I believe the teachers are really very much interested.

Mr. Jamieson: I find that university people at the very top level are resisting the training of potential teachers by television. As you know, Mr. Yost, I have discussed this with a great many people who are finding that people in the universities who are training the teachers who will be going into the schools seem to be very strongly resisting the employment of audio-visual techniques even within the university.

Mr. Brisbois: May I say, in answer to a question that Mr. Cowan asked earlier, a question which I think is very important, that we have heard about this matter of film versus television many times and from many quarters. I think, relating this to the local community, there is a point to be made. It seems to me that regional telecasting certainly transcends its educational value because we have demonstrated that it has the ability to bring pupils and teachers together. It involves the discovery and enquiry method that we are talking about today. For the first time it is possible for pupils and teachers,

working together within the community, to almost set their own curriculum in some areas. This is one of the most thrilling things about it. Film also has its place; it is a good teaching aid. This is one of the most important dimensions that I can think of.

• 1250

Mr. Yost: I would like to comment there, sir, if I may. I see no rivalry ever existing between film and TV. I think they are both very necessary and we can use all we can get of both.

Mr. Jamieson: I was not asking about film versus TV, I was asking about enthusiasm...

Mr. Yost: Teacher training.

Mr. Jamieson: ...in the teacher training field by the people, if you like, who are training the potential teachers. Have you overcome this hurdle of the conventional university approach as opposed to what is now going on at Scarborough College, for instance?

Mr. Yost: I would say, sir, even from a trip to O.C.E. a week or two ago—they have an entire studio—that they are putting forth a profound effort in inculcating the principles of ETV, both creation and utilization, into those teachers who go through that school. I also think, sir, that we are living, quite profoundly, in a print-oriented age. This is part of an entire revolution; some call it a picture revolution. It is a revolution based on a new kind of picture and sound alphabet, not necessarily print. It is taking time but it is changing. I know when I was first appointed Supervisor of Secondary School Television for META I just had a few teachers on my teams, but in four years it has grown from 12 people to the 200 we discussed earlier.

Mr. Jamieson: I pass, Mr. Chairman.

The Chairman: Are there other questions for these witnesses?

Mr. Richard: Mr. Yost, you said you agree with Mr. Davis that the Department of Education should control the programming. Do you agree with me that the same audience would be subject to the CBC and the CTV networks which have absolutely no control, and so perhaps some control is better than none.

Mr. Yost: Actually, I think he referred to the provincial authority, did he not? I think everything must come under the jurisdiction

of the provincial authority. As I understand it, the provincial authority will deal in turn with other agencies and associations for the creation of programs in the various regions across the province. Certainly META according to its aspirations, hopes to occupy a fairly profound role there. However, I hope that in any classroom in the land there will always be access to the following. There must be access to any programs that perhaps come over a local cable or megaHertz system. There must be access to the UHF of V programs provided by the backbone network under the provincial authority, and we must also have access to nationally-created programs. I believe Mr. Davis alluded to the opening of Parliament and other things on the VHF network. We do not want to keep the Vs out of the schools. In fact, every school very soon will have its own antenna, and will be able to pick up the Vs too. I think this really does the job because it covers all three fronts. I would certainly fight for that, sir.

The Chairman: Gentlemen, if there are no further questions, may I thank the witnesses on your behalf. I think Mr. Brisbois would agree that META is very fortunate indeed to have such an enthusiastic and optimistic executive director as Elwy Yost. He has excited all of us by outlining the prospects of what can be done in this field. We now have to cope with the challenge of channeling all this enthusiasm into some sort of legislative form. Thank you both for coming and making this presentation today.

Mr. Yost: Thank you, Mr. Chairman.

Mr. Brisbois: Thank you.

The Chairman: Gentlemen, in view of the program of the House this afternoon and the fact that there will not be a question period, how would you feel about returning here for the remainder of today's session at 3 o'clock instead of 3:30?

[Translation]

Mr. Prud'homme: How many briefs do we have to study today?

[English]

The Chairman: We have the Collegiate Institute Board of Ottawa and the Ottawa Public School Board, who are making a joint presentation. We will now adjourn until 3 o'clock this afternoon.

AFTERNOON SITTING

• 1518

The Chairman: This afternoon we have with us the representatives of the Ottawa Public School Board and the Collegiate Institute Board of Ottawa, who will present a joint brief.

Mrs. Eileen Scotton, Chairman of the Ottawa Public School Board, will make a few opening remarks and then perhaps she will call upon one of her colleagues to present the brief.

Mrs. Eileen Scotton (Chairman, Ottawa Public School Board): Yes, Mr. Chairman; and thank you very much.

First of all, Mr. Chairman, I wish to apologize for the absence this afternoon of Mr. Everett, Chairman of the Collegiate Institute Board, who just simply was not able to be here.

Although the brief is submitted by both Boards, the remarks that I am about to make are really on behalf only of the Public School Board, because I am the Chairman only of that Board and not of both.

• 1520

I will begin by introducing those who are with me this afternoon. On my extreme right is Mr. Roy Bushfield, Chairman of our Educational Television Subcommittee; next to me is Mr. Jack Livesly from the Collegiate Institute Board of Ottawa; and on my right is Mr. Alf Hanwell who is our Assistant Superintendent, in charge of television. He will be doing most of the speaking this afternoon relative to our brief, but before he starts I wish to say that as I sat here this morning listening to some of the questions and the remarks in reply it occurred to me to say, before we presented our brief, that when we sat down, as a Board, to prepare the brief we were particularly concerned, as were some members of the committee this morning, about the aspect of control of programming of educational television. Our views on this particular aspect will be clear to you from our brief. We may have some friendly difference of opinion with the Minister of Education of Ontario.

There also seemed to be some reluctance this morning to define those areas of educational television which go beyond what I think of as actual instruction. It is in the definition of these areas that the effect of

control of programming will be most apparent. Before Mr. Hanwell begins presenting our brief may I say that it was with the thought that these areas must be defined that our brief was prepared. Mr. Hanwell.

Mr. A. P. Hanwell (Assistant Superintendent of Schools; also in charge of ETV Ottawa Public School Board): Mr. Chairman, I was personally delighted when we received the invitation to present a brief to this Committee. After a lot of soul-searching we came out with the brief that we are presenting this afternoon.

I wish to make the same kind of prefacing remark that was made this morning by the Minister of Education from our province when he said that his brief was not particularly tied to the terms of reference as laid down in the proposed legislation that has been submitted. Our invitation, too, was received before any proposed legislation was circulated. Hence, our remarks were prepared in the absence of any possible legislation that may be presented to the House as forecast in the report that we received.

Mr. Chairman, if I may, I will read the brief. It is fairly short. I will, of course, be prepared to try to answer any questions that are posed after the brief has been presented.

The Ottawa Public School Board has been intimately associated with the production and broadcasting of ETV programs for the past seven years. In co-operation with the private television stations, CJOH and CJSS (channels 3 and 8), it has been involved in the production of more than 300 educational programs. Stations CJOH and CJSS have supplied producers, studio facilities and broadcast time or more than 900 showings, free of charge; the Ottawa Public School Board has supplied the researchers, writers and on-air performers. Two years ago, the Collegiate Institute Board of Ottawa joined this venture on the same basis, and in June, 1967, the Ottawa Public School Board and the Collegiate Institute Board set up their own production studios with the aim of producing programs tailored to local educational needs. The programs they produce are broadcast on stations CJOH, CJSS, and CBOT.

It is as a result of their experience as active participants in the field of ETV that the Ottawa Public School Board and the Collegiate Institute Board present the following brief.

The term "Educational Television" is open to several interpretations.

I may add, Mr. Chairman, from my attendance at this meeting, that that is now really an understatement. It is open to several interpretations, but in this brief we shall refer to:—

- a) Instructional Television on ITV
- b) Cultural and Enrichment Programming.

Included in ITV are all programs directly correlated with a course of studies being followed in universities and elementary and secondary Schools. These programs may be either direct teaching lessons, or lessons designed to supplement some aspect of the curriculum. ITV also encompasses telecasts designed for teacher-training, adult vocational training courses offered by labour organizations, and direct-instruction programs for adults on such topics as civic affairs, community projects and others.

Cultural or enrichment programming is a vital element of educational television and lies outside the realm of direct instruction. It includes in-depth studies of public affairs, special news commentaries on national and international events, debates on controversial subjects, reports on the growth of the fine arts in this country and so on. This type of 'cultural' programming relates directly to development of a responsible, well-informed public and to the promotion of national unity.

• 1525

An effective service in educational broadcasting will depend primarily on two conditions—the provision of *hardware*, and access to superior quality *software*. By these terms of course we refer to production and dissemination equipment, and to programming.

In reference to these two factors, Mr. Fowler remarked in his report to the Committee on Broadcasting in 1965: "The heart of broadcasting is programming; the rest is housekeeping". The "housekeeping" should, in our opinion, be the responsibility of a non-political federal agency not only because the federal government has the sole right to license the air waves but also because it is the only agency with sufficient funds to ensure that each province would be treated in a fair and proper way. Composed of representatives from each provincial government this agency would make recommendations directly

to the Board of Broadcast Governors for rulings on such matters as systems for ETV transmission; it would also consider the financing of production facilities, and standardization of production equipment.

Perhaps I could interrupt this presentation briefly to say that later I wish to make one or two remarks about standardization of production equipment.

Once the housekeeping is looked after, attention must be given to the delegation of responsibility for programming. In his 1965 report, Mr. Fowler recommended that "the facilities of the entire broadcasting system be placed at the disposal of the provincial educational authorities to the greatest practical extent". According to the British North America Act, education is a provincial responsibility, but does that provincial responsibility extend to the aspects of education covered in the "cultural" or enrichment programming as we have previously outlined it. Whilst we agree that Instructional Television does come within the jurisdiction of the provinces, we find it doubtful that 'cultural' television would. It would be extremely dangerous if this kind of programming were left in the hands of any form of political body at the federal, provincial or regional level. Many examples could be cited where political power has been used to slant public service programming, to the point where it has become a vehicle of political propaganda. In view of this, we strongly recommend that the control of the broadcast medium for educational purposes be allocated to non-political authorities.

Moreover, we recommend that this responsibility be placed with a non-political regional authority. Such a regional body would include representatives from all branches of education, and by that we mean from the provincial Department of Education, local school boards, universities, teacher-training centres, adult education associations, libraries, museums, etc., and also from industry, labour and other organizations or groups who are generally interested in education.

Each region would have a system of transmission selected to meet the demands of that area—it might be VHF, UHF, cablevision, the 2500-megahertz system, or any other that comes to light. Wherever necessary, we assume that the BBG would grant licences for

the operation of these systems on the recommendation of the non-political federal ETV agency mentioned earlier.

In addition to each region having the facilities for broadcasting, it should have the facilities for production as well, to serve the unique cultural and economic circumstances of the area.

This is an aspect of ETV program production that should be given the highest priority. Educators have long stressed that learning is best acquired by progressing from the known to the unknown. Sound concepts of geographical formations are best based on initial studies of local geographical formations; a sense of history is best acquired by studying the history of the immediate locale as a prelude to wider historical studies; nature's wonders and mysteries best unfold if the local fauna and flora are investigated before proceeding to a study of more exotic fauna and flora. To aid children who cannot make these studies first-hand, locally-produced ETV programs could fill a need that no provincial or national program could ever hope to meet. Cultures vary from area to area; the preservation of local cultures could be better assured if programs reflecting these cultures were produced locally. It is in this area of local program production that the private sector of television could, and should, play an important role. Jointly with the regional broadcasting authorities already envisaged, private stations should be required to make programs of an educational nature that are geared to that region's needs and make these programs available to the regional ETV authority free of charge.

• 1530

The Canadian Broadcasting Corporation has a duty and a responsibility to produce programs of an educational nature, in the realm of public affairs and particularly where national unity is a question. We also know that the Department of Education have a justifiable reason for involvement in the production of instructional telecasts based on the courses of studies recommended for use in each province.

Production should, therefore, be established at three levels: regional, provincial, and national. Scheduling, however (that is, the selection and organization of all educational productions), should remain in the hands of the regional ETV authority. This body is the

most capable of ascertaining the needs of the community and could schedule programs accordingly.

We can foresee some difficulty in establishing these regional ETV bodies, particularly where a region cuts across provincial boundaries. The Ottawa-Hull area is an excellent example of this. If transmission facilities were established in this region, the local authority could well have representation from two different Departments of Education. An opening for the development of co-operation between the two Education Authorities might be created, because each would have a certain amount of time allocated for the production and presentation of its individual curricular programs. Duplication of time and effort might be avoided by close co-operation. Joint agreements could determine the dissemination of cultural or enrichment programming; but if such joint efforts were not possible then I think quite obviously, Mr. Chairman, separate systems of transmission would have to be considered.

We also recommend the establishment of provincial and national ETV networks which would link all regions within a province and across the nation. This would make possible an inter-change of programs; for instance, a regional telecast would be sent out over the national network, picked up and recorded by another region, and then used by that region when it served its needs. The network would also carry programs of national interest, such as the opening of Parliament, scientific news of import, broadcasts from Telstar, and so on.

Transmissions from this national network would form one portion of the programming available for selection by the regional body. Other sources would be:—

- (a) local productions
- (b) Department of Education productions
- (c) films and tapes produced by CBC
- (d) films produced by NFB
- (e) films from independent films companies who distribute in Canada
- (f) telecasts from ETV producers in other countries
- (g) suitable programs from the commercial networks
- (h) informative film material from labour and industry.

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The clearing-house for this information on available programming would be the non-political federal agency, which could also negotiate clearance rights and costs, terms for rent or exchange, on behalf of the regional authorities.

To conclude our submission, may we state the priorities in the establishment of an effective service in educational broadcasting:

(i) organization of a non-political federal agency to initiate recommendations for the licensing of transmission systems for ETV.

(ii) the formation of policy regarding the financial support to be given by the federal Government and the provincial Government for the transmission systems and the production centres.

(iii) determination of the location and structure of the regional ETV authorities.

(iv) implementation of the transmission systems as recommended by the federal ETV agency with provision for programming to remain in the hands of the regional ETV authority.

(v) establishment of provincial and national ETV networks, by means of a transmission system to be recommended by the federal ETV agency.

The brief is signed by Mrs. Eileen Scotton, Chairman of the Ottawa Public School Board, and Mr. C. H. Everett, Chairman of the Collegiate Institute Board. Attached as an appendix is a very brief indication of the type of network that could be established and the responsibilities of the various agencies that would be used in ETV in this country.

• 1535

You will note that three prime centres have been mentioned in the body of the brief. The first is the federal centre, which is charged with the following four main responsibilities:

1. provides funds for production facilities at the Regional and Provincial Centres.

2. provides a clearing-house for all exchange programs undertaken between Regional Centres.

3. establishes a uniform policy for ETV production centres with film companies, unions, etc.

4. through the facilities of the CBC, provides programs for adult, university, secondary, and elementary education of national interest.

Then there are the provincial centres which are mainly, of course, under the Department of Education, and they have the following responsibilities:

1. production centres for programs for adult, secondary, and elementary education—organized and staffed by Departments of Education.
2. technical advisory bodies.
3. curriculum advisory bodies.

Again we think these are mainly supplied by the Department of Education.

Finally, the Regional Centres which would:

1. be licensed for dissemination.
2. be production centres for programs for adult, university, secondary, and elementary education.
3. they would be organized and staffed by a joint board of interested educational bodies.
4. they would have facilities in combination or singly—UHF channels, time on local VHF, CATV, CCTV, etc.—for dissemination of productions from CBC, Provincial Centres, and Regional Centres.

The Chairman: Thank you, Mr. Hanwell. Mr. Prittie? Mr. Richard?

Mr. Richard: Mr. Chairman, I take pride in the fact that we have one of the best school boards in the Province of Ontario and I think this brief is an example of good thinking. It is probably one of those that says more for unity and for good sense, that ETV be used in co-operation with the existing facilities and with the facilities of the future. I would also like to say that—the witness may correct me—I think Ottawa is going to become the largest bilingual school area outside of Quebec. That leads me to ask whether you soon will be in a position to produce some programs or have you already begun to do so?

Mr. Hanwell: Incidentally, Mr. Chairman, the Ottawa Public School Board introduces the teaching of French in the public schools at an earlier age than any other city in this province. It is compulsory in all our grades from Grade II upwards, and indeed in some pilot projects it is taught from kindergarten

upwards. Our school board, in conjunction with CJOH, has produced in the past 2 years a complete set of programs for the teaching of French to Grade II children. There are 37 programs in all. In addition to that, it has produced actual ITV lessons for each of the Grades III, IV, V, VI, VII and VIII, and additional enrichment French lessons for our English-speaking children.

We are not moving as quickly as we think we could, Mr. Chairman, if some of the facilities we are talking about here were made available to us.

Mr. Richard: Your brief is truly a good brief for a national capital area, and I notice that you mention Hull in the Quebec area. Have you begun any talks with authorities on the other side of the river?

Mr. Hanwell: Just over a year ago, the station manager of CJOH together with the station manager of CBOT, Mr. Griffiths and Mr. Townsend, approached me and discussed the possibilities of our forming some kind of regional educational advisory body in this area, and, for want of a better name, we cooked up the name CADETA, which means Capital and District Educational Television Association. We have had several exploratory meetings to see what we can develop in this area. At the present time we are working on a draft constitution to include membership not only from all of the bodies in the immediate Ottawa area in Ontario, but also the educational bodies on the other side of the river in the immediate vicinity of Hull. At present this project is in the formative stage.

Mr. Richard: As a matter of fact, I would like to congratulate your Board for the manner in which they are now teaching French in the collegiates. There is a great improvement. I might mention my own boy, who is also French-speaking, and he has improved his French during the years he has been at Lisgar. I must say that the teaching is greatly improved.

• 1540

You did mention that you made use of CBC and private station facilities. How much use do you make of these, and is there any cost involved?

Mr. Hanwell: At the present time we are working more closely with the private station CJOH than with the CBC. The CBC have assured us that it is not because they are

unwilling to co-operate with our Boards in the production and dissemination of programs but that they lack production space.

They also point out that two stations are run from the one centre on Scott Street, that is, the French and English television stations. Therefore, in the main, our work has been with CJOH, and with rather humble beginnings seven years ago.

We began with a series of 14 programs that were produced between January and March of 1961, and each program was shown twice. This was a very humble beginning, but last year over 100 programs were produced at CJOH for the three school boards in Ottawa; and a minimum of 50 minutes a day—actually almost an hour—was given on station CJOH for our use.

The Department of Education requested the use of some of CJOH's time, and it looked for a while as though we might have to go off the air for some of this time. However, a reciprocal arrangement was made with CBOT which made available to us on that station the time we gave up on CJOH; and the three school boards in this area are now on air some time between 9.10 a.m. and 10.30 a.m. for a minimum of one hour's broadcasting. These broadcast facilities are supplied free of charge.

All production facilities at CJOH are supplied free of charge—the studio, the producer, the technical team, the cameramen, and so on. We supply the teachers and the people who write and prepare the programs in co-operation with the producer; and we also supply the clearance for incidental material that we use, such as film clips and photographs and so on. I would hazard the guess that the amount of money that CJOH invested in educational television last year was almost \$200,000.

Mr. Bechard: Very good. Thank you.

Mr. Prittie: I have just one point. Mr. Hanwell has mentioned three school boards. I notice that the Ottawa Separate School Board is not a party to the brief. Is there any particular reason for that?

Mrs. Scotton: They were invited, as I recall. What happened, Mr. Chairman, if I may answer Mr. Prittie through you, was that we, as a public school board, had prepared a brief some time ago. There was then an announcement, you will recall, towards the end of last year, to the effect that school boards in Ontario were to be consolidated. It

immediately became apparent to us that the Collegiate Institute Board and the Ottawa Public School Board, at least, if nothing else happened, would be consolidated into one board, and we felt that one brief from our two Boards would be in order. It seems to me that the Separate School Board had knowledge of this, but apparently they did not wish to join us on this particular occasion.

Mr. Prittie: My reason for asking is that Mr. Richard raised the question of programs in French, and it would seem that the Separate School Board would be the one most concerned with the production of these for French-language students.

Mr. Hanwell: In 1967 the Separate School Board was granted the right to produce certain programs at CJOH. It is my understanding that they did concentrate heavily on French production in the time that was allocated to them at CJOH.

Mr. Prittie: I have a couple of other questions ...

[Translation]

Mr. Goyer: I would like to ask a supplementary question. I understand that you cannot speak on behalf ...

Mr. Hanwell: I speak French just as well as English.

Mr. Goyer: That is not what I am asking you. I understand that you cannot speak on behalf of directors of the separate school system of Ontario. But is it not, nevertheless, your impression that the financial aspect, the financial structure of the separate school system can precisely affect the production of educative television programs as well as the necessary research for the production of such programs?

• 1545

[English]

Mr. Hanwell: It is true, Mr. Chairman, that the separate schools, as indeed their name implies, are a separate entity. They are separately financed and they have their own separate organization. We have no control over them. However, I can say that in this city we have worked extremely closely with the Separate School Board, not only with regard to production facilities and production time and the allocation of it, but also in the part that they are playing in the establishment of our so-called CADETA.

As a matter of fact, as I mentioned to Mr. Richard, we produced 37 programs in French

for our Grade two children in 1966. This was a joint production of the Ottawa Public School Board and the Ottawa Separate School Board. We supplied the offices, as it were, and the person who designed and looked after the programs, and they supplied one full-time person who did some of the programs herself and helped in the research of the programs that were done by us. This was a very good example of two Boards, which are indeed legally separate, acting together co-operatively educationally, and particularly in an educational television endeavour. We do work together, although it is indeed a fact that we are separate legal entities.

Mr. Richard: Am I right that that applies to what we used to call the lower grades? In the future you will have the responsibility for all high schools?

Mr. Hanwell: Correct.

Mr. Richard: Both separate and what used to be separate high schools have become public high schools now.

Mr. Prittie: I do not have many questions. Mr. Chairman, as much as I agree with the brief—and I agree with Mr. Richard that it is a very good one—I can see where criticisms will be made, perhaps, by other people, particularly the part about cultural enrichment programming. The question that has come up a number of times in this Committee is this: Are you not, in effect, establishing another CBC in each region, or in each province, to do the sort of thing that the CBC ought to be doing? What do you say to that?

Mr. Hanwell: That kind of criticism would be unfounded because it would benefit more than our intent which is to produce local things obviously of little concern to the CBC, which deals more with matters of national concern.

To use an analogy in education itself and extend it to cultural programs, if we are going to teach our children geography and begin by teaching local geography we are going to make a program that is based on the Ottawa Valley and the Gatineau Hills, and so on. We are not going to go down to the Niagara Peninsula and show them programs based on the Niagara Falls. We feel that this is the kind of service we can give in instructional television.

Similarly, in cultural affairs, things happen in this locale which are of prime concern to us as Ottawans or as residents of the Ottawa

district. We feel that this kind of program could be produced successfully by a regional body, but that main affairs, which would probably encompass the interest of the entire nation, should be left to the CBC.

I wish to add, too, Mr. Prittie, that in the brief you will notice that we state quite clearly that we would welcome CBC programming. If we welcome that programming then obviously we would never have any intention of duplicating the kind of work that they were doing.

Cultural efforts, I think, would be those that would not normally be taken up by the CBC.

Mr. Prittie: Finally, Mr. Chairman, I wish to raise something I mentioned to you privately. Before we finish perhaps it would be a good idea for the members of this Committee to visit the production studios of the school boards to see how they work. It is probably not essential to our recommendations that we know very much about programming but I think we should do that. The Ottawa boards are very handy and would be convenient to visit.

• 1550

Mrs. Scotton: Mr. Chairman, may I issue an invitation to your Committee so to do.

The Chairman: I thought you would never ask!

Mr. Hanwell: May I, Mr. Chairman, put in a little plug for the kind of service that our production facilities can afford to members of this austere House? On Thursday last Mr. Diefenbaker was invited to speak in Toronto at the commonwealth teachers' league in North York on Friday evening, but owing to the exigencies of his profession he found that it was not the right time to leave Ottawa. We were approached to see if we could tape the speech he was going to make the following evening. On Friday morning he came along to our studios and we were pleased to put on a crew with two cameramen, and so on, to produce a tape of his speech. It was flown to Toronto, where it was shown on Friday evening. We understood it was a resounding success.

An hon. Member: We make weekly reports that are like that.

The Chairman: No doubt you will be prepared to do the same for each of us!

Mr. Basford: With the Conservatives boycotting committees, that was not the best example!

Mr. Jack Livesley (Head of A.V.A. Services, Collegiate Institute Board, Ottawa): Mr. Chairman, may I thank your Committee and the Ottawa Public School Board—we are still separate boards until the end of the year—for permitting us to present a joint brief.

May I also mention the production centre and its uses. I was very interested in Mr. Jamieson's question this morning about teachers getting into the role of ETV, using ETV and going along with ETV. The Collegiate Board finds that the production facilities which we have enable our teachers to get into the swim, to use the studio, to find out more about it, and thus be more willing to use the programs they make. I was interested in your question because, as the brief points out, we have only been in the game for just under two years and there is always a reluctance to use something new in the way of teaching aids. The production facilities, Mr. Chairman, have certainly helped overcome this obstacle.

Mr. Hanwell: Would this be the right time, Mr. Chairman, to make three very brief comments with regard to technical equipment and so on? I hinted when I was reading the brief that I would like to make these extra comments.

One reason we feel strongly that the federal government should take over the responsibility of setting up the dissemination centres, that is, broadcast centres, and production centres, is because we think tremendous savings could be effected in that way. I think everyone agrees that frequency allocation is now the responsibility of the federal government. This will have to be left to them. We are not making a pitch for any particular kinds of channels. We want channels. We do not mind if they are UHF, or cable or 2500 megacycles. We leave it to the Department of Transport to ensure that they allocate channels that are usable in the area. The frequency allocation then is their responsibility.

We also feel that some kind of standardization of equipment is necessary. Compatibility would have to be looked into. For instance, the type of VTR machine; are we going in for colour-compatible or black and white? I think this is the responsibility of the Department of Transport, and I think the purchasing and procurement of such facilities could be better done through some federal government purchasing agencies than left to every-

one to compete on a hodge-podge basis, with everyone finishing up with the wrong kind of equipment.

I thought these comments would not be out of place at this time, Mr. Chairman.

The Chairman: Thank you, sir. Are there any more questions from Mr. Prittie? Mr. Basford?

Mr. Basford: Mr. Chairman, I want to compliment the boards on this brief and particularly for their comment on page 2, where they say:

It would be extremely dangerous if this kind of programming were left in the hands of any form of political body at the federal, provincial or regional level.

Possibly it is because you come from the national capital that you recognize the dangers, but it seems to me that for 30 years in Canada, regardless of what party was in office federally, while we have had a successful system of public broadcasting we have assiduously avoided state broadcasting. It is my concern in this Committee that we do not inadvertently set up a system of ten provincial state broadcasting corporations, and I appreciate your recognition of that danger.

• 1555

I would like to ask who you envisage as having the authority to appoint these regional bodies?

Mr. Hanwell: You will recall Mr. Chairman, I mentioned in the brief that I thought the first body which should be set up was the federal one. We gave a list of priorities. The reason is that we felt this federal body could then consult other relevant educational authorities about the kinds of people who should be put on these regional bodies. We did not want to become involved at the outset in the kind of detailed administration which we feel would waste, in a sense, the time of this Committee. Broadly speaking, we have no right answer to that question. We cannot be certain, but we think once the federal agency has been established that this kind of detailed administrative organization could be agreed upon with the provincial governments, with the universities, and so on.

You will notice we said there should be representatives of school boards, universities, libraries, and so on, on this body. We think these are the kinds of bodies that would be

interested, but at the present time we would not attempt to guess at the actual composition of these regional authorities.

Mr. Basford: My difficulty—and I think you heard the questioning this morning—was that under the legislative proposals before the Committee this matter is left entirely to the provincial lieutenant governors. While all educationalists seem to agree that the regional body or provincial body should be widely representative, our legislative proposals do not make that a requirement and we are left hoping that will be the result.

Mr. Hanwell: I would be seriously alarmed if the present Committee and Parliament itself did not take into consideration the possibility, if certain provinces were granted the sole right to set up these regions, that we would be left with something less desirable than what we need. I do not know how circumlocutious that sounds to you.

The Chairman: It sounds very realistic.

Mr. Basford: I got the message.

[Translation]

Mr. Goyer: A supplementary question. Along this line of thought, do you not think that it is up to the Federal Government to dictate the course of action to be pursued by the Provincial Government when, as you said in your brief, it is a question of purely provincial jurisdiction?

The Chairman: Broadcasting is under provincial jurisdiction?

Mr. Goyer: No. I mean when we call upon a non political agency with regard to educational content of broadcasting. I am not speaking of system of broadcasting, which is federal, but the content, the programming and the production of educational programs.

[English]

Mr. Hanwell: I would take exception to the use of the word "dictate". I would not expect the federal government to dictate policy to any of the provinces, Mr. Chairman. I expect that the federal government, in consultation with the provinces, would arrive at some *modus vivendi*.

With regard to the setting up of these regions, if you were to ask me for a personal observation—which is all I could give—I could suggest that once the technical layout of the channels and networks we envisage have been laid down, the federal government could

quite easily look at these regions and ask the school boards, who are at least responsible for education in those areas, to form the nucleus of such a committee and extend invitations to the universities, departments of education, and so on.

Again, Mr. Chairman, at this moment I would hate to be pinned down to the very definite method of organizing such regions until a federal broadcasting authority is established. I think it is something that would have to be jointly worked out with the provinces and with other relevant educational authorities.

• 1600

Mr. Basford: As you have worked with both the private and the public broadcasting facilities and you also have your own production studios, could you, as a group actively engaged in instructional television, explain any of your scheduling problems? This is a subject which keeps coming up before the Committee.

Mr. Hanwell: If I said insurmountable, I think I would be very near to the truth. It is extremely difficult, when you are given time on Station CJOH between 9 and 10 o'clock, to put out programs geared to the needs, for instance, of a collegiate institute history class when the history class is taking gymnasium at that period of the day. I look upon open-air dissemination of programs as merely a stepping-stone towards what would be the right way of presenting television programs to kiddies and to schools and to universities, and so on.

Mr. Basford: Which is the right way?

Mr. Hanwell: We can take the crystal ball and gaze a few years into the future. I envisage the time when each child will have his own set and will be able to dial the program that he wants to see because that is the program he needs at that time. This I am convinced is technically feasible in the near future with the use of high speed computers, with the use of high speed recording of videotapes, with the use of random access to videotapes which I understand is now being developed, and I see no great difficulty in the not-too-distant future in each child's being able to do precisely what I have indicated, which I think is the right way to use television.

The Chairman: Mr. Livesly wants to comment on that question.

Mr. Livesley: Just to concur with that, Mr. Chairman, and to say that our experience in the high school has shown the difficulty of getting teachers to use television. This is the point that Mr. Jamieson brought up this morning. They just will not, with all respect to people in the department and locally, when we have programs on for half an hour, or for twenty minutes. You just cannot disrupt the whole high school to watch these on the air and occasionally, for that one administrative reason, they do not get watched, as Mr. Hanwell has said. When building new high schools and renovating our libraries we include resource centres where we can have videotape facilities and call-up facilities. We hope in the future to serve the youngsters in these areas.

Mr. Basford: This is what I am getting at. You said that your problems of scheduling are almost insurmountable with open-air broadcast. I have not seen your Ottawa production set-up, but in the one I have seen those problems are pretty well eliminated by the use of videotape machines and where there is no open-air broadcasting done at all.

Mr. Hanwell: I was at these hearings last Tuesday and Thursday, Mr. Chairman, and heard the CAB make some representation along these lines. I think that as an intermediary step some kind of open-air broadcasting is necessary. Cable I think is preferable, but nevertheless some kind of open air is necessary because the cost of fitting out our schools to use videotape in the manner that was suggested by CAB would be prohibitive. Each school would need a minimum of one vtr machine. One vtr machine would only feed one channel so that only one class could be fed in the entire system for the cost of a machine which, to be technically proficient, is now marketing at about \$3,500. The entire school would have to be wired so that the vtr machine could feed its signals into the classroom. We have been working on an estimate of \$30.00 per classroom for wiring. This amount would include the cost of amplifiers, and so on, that we need according to the size of the school. In addition to that, we have the cost of tape. One-inch tape that we are using at the present time costs us about \$70.00 an hour. The cost is rather more than half of that for one half hour, which means that if these tapes are to be stored in the school, we are going to invest a tremendous amount of money in tape. Additionally, we would need some means of actually producing the tape, that is, when the program is produced in the

studio and put on tape at the outset, it would then need reduplicating. I know of no facilities that can do this very rapidly at the present time, but we are relatively small here with our 80-odd separate schools, 50-odd public schools and 20-odd high schools. We are talking now in terms of something like 150-160 schools. We have 160 vtr machines, only giving one program at a time. We have in addition to that the wiring of about 3,000 classrooms in this area alone. We have to supply 150 schools with 150 libraries of videotape, which is expensive. We have to find storage facilities in addition to that, and this to give one program at a time to one class. The cost is prohibitive. Scheduling is difficult, and the mere fact that we go on open-air dissemination—it is true we reach maybe 150 schools at the same time and hence 150 classes or maybe more at the same time—is not the best answer and does not mean that the suggestion that we put vtr machines and stores of videotape in our schools is a better answer. I think it is a worse answer. I think it is a retrograde step. If some of the technical inventions that we are hearing about come to some high state of proficiency—I am thinking, for instance, of the vtr—and if these are possible to be made at as cheap a rate as has been indicated by, I believe, RCA and CBS, if this does become possible, then maybe in five to ten years time all we shall need our networks for is to feed signals at high speed into schools where they can be recorded in these compact, cheap components and then fed into the set. This is fine, but we need something more. We cannot wait for technology to catch up with us. We certainly cannot afford to go into vtr machines and into peddling of tapes from city to city or from school to school. What we are asking for is certainly not the best solution. What we are asking for is the best solution at the present time, which is some kind of open-air dissemination with some production facilities and with some local control of the program that we put into our schools.

• 1605

Mr. Basford: You are an impressive witness.

I had one other question which I have forgotten. I got so absorbed in what you were saying that I forgot the next question. I will pass, Mr. Chairman.

Mr. Richard: You did mention some...

The Chairman: Mr. Richard, unless this is directly on a point, Mr. Jamieson is next in line.

Mr. Richard: Oh well, go ahead, Mr. Jamieson.

Mr. Jamieson: I will yield if you wish.

Mr. Richard: No, it was on another question.

Mr. Jamieson: I am going to start at what was going to be the end of my questioning because of the comments that have just been made by the witness. I appreciate and acknowledge the truth of everything that he has said, with this qualification: that until we reach that stage, I put it to you that educational TV as such is not really going to have a profound impact on the teaching process or on the learning process. In other words, as long as we are left with open channels only, and the capacity to deliver only a single signal and you have these curriculum and scheduling problems and so on, you really cannot make much of a dent, can you?

Mr. Hanwell: Mr. Chairman, I think that is a relative thing—much of a dent. It depends on what you mean by “much of a dent”.

Mr. Jamieson: Well, down east I would say “a spit in the ocean” but this is a little bit more dramatic.

Mr. Hanwell: As far as we in this city are concerned, we have made a great deal of unscientific scientific appraisal of the efforts that we are making in ETV. We feed not only the local school boards, but our programs go out through the Cornwall channel and from there into the environs of Montreal. Over into Quebec we get evaluations from Lake of Two Mountains. We go up the valley as far as Pembroke, we go down almost to the outskirts of Kingston. We have programs in Smiths Falls, we have programs down in the Seaway. All of these boards, I think with no exception, have been writing to us for supplementary material. These are the notes that we send down as teaching notes for the lessons we put on the air, and with these teaching notes we have been sending evaluation cards. The teachers have been asked to assess the importance of the program to them and to assess its importance to the kiddies. One question that we have asked repeatedly is, “Is this an effective teaching aid?” Another question that is on our cards is this, “Would you like this program to be saved for further use?” With very few exceptions, from the thousands of answers we received, the answers have been, “Yes, this is an effective teaching aid”; “This is useful to us”; “Do save this”; “Let us have more of this”, and so on.

Unfortunately we have not been able to give them more. I am convinced, sir, that what we are putting on the air waves is of value to teachers. Now, if you are going to ask me to put a measure on it, I cannot. If you say, “Is it a spit the ocean” I can say, “Yes, but a very big spit”.

• 1610

Mr. Jamieson: Well, I again am not disputing the efficacy of the programming that is being done. I went through a mathematical exercise here the other day and perhaps I can do it again quickly. If one takes ten classes and eight subjects per grade and multiplies this by the number of schools and the number of variations that have to be fitted in as you have outlined them, one hour a day I suggest is a very insignificant contributor over all.

I am not suggesting that it is not a point at which to start but it relates to a question that I was going to ask Mr. Livesley which has to do again with this matter of the teacher. In other words, so long as it is just this appendage to the standard book-oriented curriculum, can you really expect the teacher to get particularly enthusiastic or, in fact, are not some of them going to feel that it is merely getting in the way?

If you have 50, 60, or 80 hours of instruction in a particular subject and television can provide only a half hour or an hour out of that total, I can appreciate the teacher's point of view that it is really not part of the whole technique they are employing and therefore they are not too enthusiastic about it.

Mr. Livesley: Mr. Chairman, may I say in partial answer that we find more and more in the high schools that the teachers are becoming far less the givers of information than the organizers, using not only television but all, if you like for want of a better expression, audio-visual aids in the classroom.

Television may be just a small part of this and, as you suggest, because we are new at the game or newer than my colleagues on the Public School Board we do have the problem that it is not only an appendage and a nuisance but, it is giving something they can use in their lessons. We do go to the video taping facilities and so on as we are encouraged to do by the Department because of our scheduling, and the same kind of evaluation sheet goes out from us: “Would you use this again?” “Yes, I feel I can work it in”, almost without exception; “No”, if they feel the program has no use at all and this is evaluated in our program.

You are quite right, we do have the problem of using it. Somebody brought up the question this morning, of whether they are afraid when first they hear about television that it is going to replace them. Our attitude has always been that the teacher who can be replaced by television deserves to be, because he does not know his place in the use of all aids. Television is one of the many instructional tools. I think more and more teachers are coming to the realization that it is a powerful medium and it can be used as one of the tools.

Mr. Jamieson: I admit to a degree of cynicism about this whole process because I have also sent out a number of these questionnaires. For instance, if I can use the same kind of analogy that was used earlier, I have seen wire editors on Canadian press send out questionnaires and say, "These features are sent you daily; would you evaluate them and which ones do you use?" Invariably the instinctive reaction is to say, "We use all of them" but it happens that they are used only about once or twice a year, not on a regular basis. I do not use that to challenge the point out I think we ought to have more research into it.

I take it that the curriculum now is established in the traditional or conventional manner and then you ask yourselves how you can apply television to enhance or improve that situation. The fact of ETV is not considered by the curriculum planners, is it?

Mr. Hanwell: May I answer that on behalf of the public schools, first of all? You may recall that a few years ago quite a furore, developed in educational circles when the new mathematics was introduced. It became everybody's whipping boy and it became everybody's Messiah at the same time. Our teachers were ill equipped to deal with the teaching of new mathematics in this city.

Mr. Jamieson: The ones with my children were.

Mr. Hanwell: We went to the trouble of producing a whole series of programs geared for the children, but with the other intention of instructing the teacher in how to teach the new mathematics and to get her familiar with the subject, too. This type of service was invaluable.

1615

Mr. Jamieson: This is in-the-field instruction, as it were.

Mr. Hanwell: That is right, and it was welcomed by the teacher. I do not know whether you are familiar with all the recent changes that have taken place in the teaching of new mathematics, but now the new, new mathematics has to deal with the discovery approach to the teaching of mathematics. A child finds out everything for himself.

Theoretically what one should do to teach this kind of mathematics well is to go in to the classroom and say, "find out", and then you have finished. But obviously some kind of guidance is needed. So our School Board—and the teacher who is presenting these programs is present at this hearing—has got together quite a lot of resources in this method of teaching discovery in mathematics. In our own studios we are producing programs that are geared both for children and teacher so that they will see these programs, they will become familiar with the technique and they will be able to apply them themselves.

We have actually done some of this already with a series of five programs that was done by this same teacher. These programs have been welcomed, they have been universally accepted and the teachers have not looked on them as a threat but as a very useful augmentation of their teacher training. The children have accepted them also.

Now, we do not produce television programs for the sake of producing television programs. We produce programs that we feel are going to be accepted by either the children, and they are our first concern, or the teacher. To this end frequently we have meetings of educated teachers, supervisors, inspectors, principals, and so on to have them evaluate what we are doing and suggest how we can best serve.

Mr. Jamieson: Have you ever made a direct evaluation of the children's reaction?

Mr. Hanwell: That was to be my crowning point, Mr. Chairman, and this sort of stole my thunder. Under the guidance of one of the ETV staff of The Ottawa Public School Board we have designed evaluation forms for the children, with the result that when programs are seen now the child does not have to sign his name—this has always been a curse to him—but he is asked to give a frank and honest appraisal of the program he has seen. Then at the bottom he is asked to rate it as he would be rated himself on one of these report cards, and I would probably seem to

be lacking in humility if I were to tell you how resoundingly praiseworthy were the efforts according to the children.

Mr. Jamieson: I can well imagine.

The Chairman: It is not just that they enjoy the relief from their teachers?

Mr. Jamieson: I expect you are like the puzzled doctor who said to his patient, "Have you had this disease before?" He said, "Yes". He said, "Well, you have got it again."

I want to talk about direction and control. Today's proceedings have been interesting in that the federal bill keeps mounting all the time with everybody continuing to insist that the federal authority should not have any part in it. We heard first of all that we should put up the hardware, and when I say "we" I am speaking in the federal sense.

This morning the proposition was added that we should link these and that microwave linking should be a part of the federal responsibility and I would assume that the general operation at the networking level should be a continuing federal responsibility.

I take it you are now saying that we should have a number of regional production centres established and also financed by a federal agency.

Mr. Hanwell: I hope that the establishment of the facilities would be a federal responsibility. I hope that the manning and the on-going expenses of these would be the local responsibility. But obviously there are some areas that are far wealthier than others and I would expect that some form of grant system would be established to help to relieve the burden on the poor areas so that they could keep their standards of production as high as those of the more affluent areas.

As a personal observation, I have no objection to the federal government giving us all the money it has for educational purposes.

Mr. Jamieson: So long as it does not indicate how it is to be spent.

Mr. Hanwell: I do not think that would be a fair reflection of the brief we have been presenting, Mr. Chairman, because we do at least give the government the right to say, this is propaganda or this is not propaganda.

Mr. Jamieson: That is the next area I want to get into. I think there is fairly general agreement on the need for a federal agency, but if I read your brief properly I take it that

you are suggesting this should be made up of representatives of the provincial governments.

• 1620

Mr. Hanwell: I think not; I think there should be representatives of the provincial government on it. When it is setting up an educational system I think it would only be right and proper to call upon departments of education to supply members to it. I noticed in the draft legislation that you had a fairly limited number. Now I am talking of a general council at the outset which would obviously form some kind of more viable agency that could carry out the day-to-day operation. One would not expect the Council of Ministers, with their cohorts and the representatives of the federal government, to be a working body in the sense that it would see to the day-to-day problems.

Mr. Jamieson: But do you see these ladies or gentlemen sitting on this federal board as spokesmen for their provinces? Is that your intention?

Mr. Hanwell: Something of that kind, in the form of a general council, yes.

Mr. Jamieson: I am speaking of the agency that would have the authority and be charged with the direction of educational TV or whatever it was called this morning. We are getting so many titles here that I keep forgetting them.

Mr. Hanwell: The direction of ETV in my opinion should be left to the region. What the region does could and should be judged by the federal agency, is really what we are saying, just as the BBG now has the right to turn around to CJOH and say, "This is not the kind of programming that we can permit".

Mr. Jamieson: But you understand that the BBG is exclusively a federal agency.

Mr. Hanwell: Right.

Mr. Jamieson: And while its membership may be representative in the geographic sense, nobody is on it from a provincial government per se.

Mr. Hanwell: Yes. We envisage this council to be an advisory body at the outset, with some federal agency set up.

Mr. Jamieson: Well, this is another group now.

Mr. Hanwell: Yes.

Mr. Jamieson: We are going to run out of initials.

Mr. Hanwell: It is the federal agency that would be given the right to license and to withdraw licences, but in the setting up of this it is to be hoped that the provinces which have a very firm voice in education and a rightful voice in education would have something to say to the federal government as to how this particular body should be formed. In my opinion it should be responsible to the federal government and should in the end result be formed by the federal government, but I think the advice could come from a council such as I have indicated.

Mr. Jamieson: I am not clear on a further point with regard to control. This morning the Province of Ontario indicated, I think quite clearly, that the provincial Department of Education wants total acquisition of whatever facilities are established in the Province of Ontario and all of the time on these facilities in the first instance. Now in that setup I take it your organization or any other seeking an "in" or looking for a period of time or an allocation of time under the proposal this morning would go to a provincial agency. I gather you take exception to that and think that this application should not be to a provincial authority but should be to this federal authority, with that federal authority being advised by this council that you are speaking of.

Mr. Hanwell: Right.

Mr. Jamieson: Would you extend that all the way down to include in-school instructional television?

Mr. Hanwell: Certainly. I have intimated that the region itself would have on it members of the departments of education in the province who would obviously have a say. They have the right to give grants to local school boards and you are not going to find many school boards that are going to run too contrary to the wishes of the Department of Education with regard to the kind of material that it is doing if it is not acceptable to the Department of Education. It is their responsibility to the department.

Mr. Jamieson: I have a related question, and I will try to tie the two together in a moment. If one thinks about the use of ETV for the purposes that you have outlined then there has been a degree of unanimity amongst

educators on this point, that it is in-school, that it is cultural, that is its enriching, that it is all of these things, although we may argue about shades of meaning. Are there not going to be all manner of arguments because of the limited amount of time in open broadcasting? The university will want in, you will want in, the region adjacent to you will want in, and this sort of thing?

Mr. Hanwell: Sure.

Mr. Jamieson: Going back then to what I said a moment ago, you would then have groups such as yours applying directly to a federal agency and, again, I would suspect a great many competing applicants. I think you will have a donnybrook that will make the House of Commons look like a Sunday school picnic.

• 1625

Mr. Hanwell: Do you not recall that we said earlier the actual formation of this regional authority would have to be decided upon first, and if this regional authority represented the interests of education in that region I do not see how you could have conflicting or competing applications for licences. If on this body were representatives of the universities, of the schools, of labour, of the libraries, of the museums and so on, what other bodies would be left to apply for educational television licences?

Mr. Jamieson: Well, there would be all sorts under your plan, as I understand it. I could be misreading you but it seems to me that this opens the door for other agencies to apply to become licensees. Who becomes the licensee? Is it still the Province of Ontario?

Mr. Hanwell: No. The licensee becomes the regional educational television authority, the formation of which I said earlier I would not attempt to outline in detail because this is something that would have to be worked out between the federal agencies, the provincial agencies and so on. Some thought will have to be given to this.

Mr. Jamieson: And you do not see it having to get the approval, for example, of the provincial Department of Education to apply, or a need for any sort of a channelling or clearing house to determine these matters?

Mr. Hanwell: Not if the Department of Education were represented on this, and it was suggested in our brief that it be represented. For instance, I do not believe the

Department of Education comes down into our school systems now and tells us precisely how to do this and how to do that. They have advisory services which they offer to us freely and in education we work in very close harmony with departments of education along these lines. I would anticipate that the same kind of relationship would exist with a regional agency that had Department of Education representation on it.

Mr. Jamieson: By "regional" you mean regions within a province.

Mr. Hanwell: Yes.

Mr. Jamieson: You are not speaking of a region as being two or three provinces or a whole province.

Mr. Hanwell: No.

Mr. Jamieson: In other words, you would break it down within the province.

Mr. Hanwell: Right.

Mr. Jamieson: I know you have not worked it out in detail but how many regions do you see for Ontario? For instance, I would assume that you would see Ottawa and area as a region.

Mr. Hanwell: Yes. I would say that, obviously, we have not gone into this in detail. The Minister himself suggested this morning that they needed 33 broadcasting centres to cover the province adequately. It would appear to me that these locales which have been chosen by the Minister have been chosen because they are the centres of population.

Mr. Jamieson: So then you would have 37 regional authorities in Ontario alone.

Mr. Hanwell: If the Minister's plan comes to pass, it looks as though there will be 37 stations.

Mr. Jamieson: But there is a very big difference. Some of these may be purely repeater-type stations. They may not even be manned.

Mr. Hanwell: In which case the same would apply with regard to the regions. The region could consist of a production centre together with the repeater stations.

Mr. Jamieson: But if you got into even 15 or 20 regional groups, remembering always that theoretical contours are not factual in the sense that there is spill-over, reach and what

have you, you still believe that it would be possible to iron out all of these potential tensions between the groups and to get the thing running in a uniform and a totally satisfactory basis on a province-wide basis?

Mr. Hanwell: I believe that implicitly.

Mr. Jamieson: And you then are opposed to the idea that was expressed this morning of having the provincial government simply take it all over and then pass it back, as it were.

Mr. Hanwell: Yes.

Mr. Jamieson: Even though they are prepared to set up a central agency...

Mr. Hanwell: Yes.

Mr. Jamieson: ... which is supposed to be fully represented.

Mr. Hanwell: Yes.

Mr. Jamieson: You do not think it would be adequate for your purposes if there was to be a central network control—these are all difficult terms and they can mean a lot of things—which assigned, as it were, certain facilities at certain times to, say, the Ottawa region.

Mr. Hanwell: I think I ought to speak frankly with regard to what is in the back of our minds when we talk this way and what was in the back of our minds when we made up this kind of brief. There are, without being named, certain provincial authorities that I would hate to see in control of television services, and I do not include my own province in that. However, I do not see how you can make one set of laws for one province and another set of laws for another province, and the safeguards that we have suggested here are such that we feel that no provincial political party could take control of the means of mass media and use them for political ends. Now when you ask if I am opposed to the ideas that were expressed by my Minister this morning, I would say, in all honesty, in this province, no, but across the country, yes.

• 1630

Mr. Jamieson: It is nice to be so Simon pure in Ontario.

Mr. Basford: Mr. Jamieson, this was the point that I brought up, and it recognized that danger. This morning we attested to Mr. Davis' statement in good faith but that need not apply to all other provinces.

Mr. Jamieson: No, but to assume that it cannot happen here, I suggest, is being a little too easy-going.

Mr. Hanwell: We did not say it cannot happen here, Mr. Jamieson; I do not envisage it happening here now.

The Chairman: In one sense Mr. Hanwell is an employee of the Minister.

Mr. Jamieson: If Mr. Mather will bear with me, I have another question. Would you be good enough to indicate to us approximately what investments you now have in production facilities for this particular region that are financed by your own School Board or by whatever groups are associated with you? If this question is at all embarrassing, please do not answer. I am just curious to know what the cost might be.

Mr. Hanwell: May I tell you what happen? We took an existing building that belongs to the Public School Board and we share it with the Collegiate Institute Board. We use black and white equipment there that was purchased from CJOH, the commercial station in this city. It was black and white equipment which was found to be obsolescent when they moved into colour. We bought a console van, which had been used on remote television broadcasts, together with three cameras, and so on from them. We bought a reconditioned Ampex 1000C VTR machine, plus other ancillary equipment. The van, the switching equipment, and so on, cost about \$50,000. The VTR machine cost about \$16,000, and the other ancillary equipment about \$10,000.

Mr. Jamieson: You are probably speaking of about \$100,000.

Mr. Hanwell: Yes, \$100,000.

Mr. Jamieson: And that is with semi-obsolete black and white equipment?

Mr. Hanwell: That is right.

Mr. Jamieson: So you are talking about \$300,000 or \$400,000 if you had to start from scratch?

Mr. Hanwell: Yes, surely. By the way, in addition to that we have budgeted this year for a telecine machine which will cost \$50,000. But, again, because it is an obsolescent model, we are getting it for about \$18,000. We will have the full commercial and professional production facilities which were enjoyed by CJOH before it went over to colour.

Mr. Jamieson: Right. Thank you very much, you have been most informative. Thank you, Mr. Chairman.

The Chairman: Mr. Mather, you are next.

Mr. Mather: Mr. Chairman, Mr. Jamieson has gone well into the field of questioning that I was interested in, but perhaps if I could sum up very briefly my reaction to what we have heard in support of this brief and make a comparison with the brief we heard this morning.

I felt this morning that the provincial witnesses put the province in a foremost position with regard to ETV. As I understood it, the provincial administration would occupy a most significant position. The federal authority would certainly be welcome as long as it brought money and supplied the hardware. Any reference to regional grouping was rather incidental. This is putting it in a broad way.

As I follow the present witnesses, they look on the federal authority for ETV as considerably more important than the provincial witnesses did this morning. As it was pointed out in the brief, they would have a federal agency representative of the provincial groups, and then in their view the regional authority for ETV would assume a very powerful strategic position with regard to the control of programming.

Speaking as a federal person, it is rather refreshing to have this point of view put forward. We usually think in terms of the federal government, the provincial government and the municipal governments. I like the idea behind this brief, but I am just trying to sort out in my mind—as I think Mr. Jamieson did—the practical application of this point about the regional groups. They would, as I follow your idea, be in more contact with the federal agency than the provincial agency. Am I correct in this assumption?

• 1635

Mr. Hanwell: Mr. Chairman, not necessarily in more contact. They would be in contact with the federal agency and they would be in contact with the provincial agency. I think I tried to make clear in the brief that we realize the pre eminent position the department has in the field of ETV, and that is instruction in the schools, and consequently, as I think we pointed out in our brief, a great deal of the material shown in the schools would indeed be produced by the provincial authorities. You will notice in the little sche-

matic diagram—I think “B” is the provincial group—one of their jobs is producing programs to be shown in schools. It is their duty and responsibility, and it would be welcomed. We say that, just as now, we should have the right to say whether we use it in the schools.

The Ontario Department of Education, at the present time, in circular 14 says: “These are mathematics books which you may use in Grades V, VI”, and so on, and “grants will be paid on them”, The do not say, “You will specifically take this book” this choice is left to you. I am merely extending that same philosophy of education to the field of educational television. I do not think anyone sitting in a central office can properly tell you what your schools need at any particular hour of the day. I think the regional authority is more likely to know this. That is really the import of what we are attempting to say. We would not cut out departments of education or even ask that they be excluded from such an organization; they have a rightful and proper place in it, sir.

Mr. Mather: Not excluded, but I believe I am right in thinking that you would give the regional authority more weight. As you say in your brief, you would retain for the departments of education matter of implementation of the transmission systems as recommended by the federal ETV agency, with provision for programming to remain in the hands of the regional authority.

Mr. Hanwell: Right.

Mr. Mather: This links the region more with the federal authority than I think the provincial witnesses indicated.

Mr. Hanwell: Mr. Chairman, I think this would depend on the amount of program material available from federal and provincial sources. The way I see things developing and particularly, as I say, in the province of Ontario, I imagine there would be a vast amount of program material available from the provincial government. However, I say the decision about when and under what circumstances that material is shown should be left to the regional authority. I know I am repeating myself when I say that for the same reason I could not imagine a national network looking after our educational interests in television. I think one of the reasons the CBC was not as widely accepted as the quality of its programs indicated it ought to be accepted was because it was out of touch with local needs. People cannot sit down in

Toronto and broadcast over a network a program which is equally useful at 9 a.m. on Monday morning in B.C. as it is at 9 a.m. on Monday morning in Halifax. I feel the local authorities are the only ones who can say what is useful to them at any particular time. However, the idea of discarding the Department of Education never entered our thinking. We think they have a very significant and important role to play in supplying programs, technical personnel, advisers, and so on.

Mr. Mather: I think you said in answer to a question by Mr. Jamieson that you see no difficulty in the regions—

Mr. Hanwell: No.

Mr. Mather: —making application to the federal authority.

The Chairman: I believe Mr. Livesley wants to say something.

Mr. Livesley: Mr. Chairman, as a partial answer, we have found that at the high school level we need the department programs very much. Mr. Hanwell brought up something which I can support; the matter of “when” comes into this, getting back to use by the teacher, which is the big thing with us because they never teach for fun. We may have a half hour program which has been beautifully produced but many of our teachers will say, “It is too long; I cannot work it into a period; I already have an established curriculum; if it is going to enrich it, fine, but I only want part of the program; I want a short program of five or ten minutes”. We feel very strongly that the regional group can control this. If we are told we have to put on a half hour program, then we will not use it. If we are told we can use ten minutes of a program, or use some short programs or parts of programs, then they will be used and the youngsters will benefit.

Mr. Jamieson: This really comes back to Mr. Basford's point that the ultimate answer lies—if it is feasible to do so—in having the material available at literally each school level to be used as needed.

Mr. Livesley: With regional control, yes; with the control, as Mr. Hanwell says, that is now used to control textbooks and other resources.

The Chairman: Have you finished, Mr. Mather? Mr. Richard, did you have another question?

Mr. Richard: I think most of my questions have been put by Mr. Jamieson and Mr. Mather. Just for clarification, although perhaps this does not apply to instructional programs, must the province approve your productions, or are the decisions left to you? Has your production ever been interfered with?

• 1640

Mr. Hanwell: Never. May I add a little bit of propaganda? I trust you will forgive me, Mr. Chairman, if I take this opportunity to propagandize on behalf of the Ottawa Public School Board. The Ontario Department of Education not only has not discouraged us and has not interfered with us, but they have encouraged us to the extent that last year they purchased 11 of our productions and actually showed them over the provincial network. These were programs which had been produced jointly with CJOH.

Mr. Richard: But you do not require their approval at the present time?

Mr. Hanwell: No, sir.

Mr. Prittie: That is rather strange. You have to have their approval for the textbooks that you use but not for the visual material you put out.

Mr. Basford: You have mentioned, as have many other briefs, that one of the reasons for having this kind of educational television network is to show programs of national import in the schools, and you talked about the Opening of Parliament. Mr. Davis made an eloquent plea this morning on behalf of the network to the effect that the conference that took place here a few weeks ago could have been shown in the schools.

All of those things are televised by the CBC. I wonder to what extent the Opening of Parliament is shown in the Ottawa school districts, using the ordinary CBC network?

Mr. Hanwell: I have no figures that I can produce. I can only tell you, as an Assistant Superintendent, visiting schools frequently—not as frequently as I should; I am far too often involved in this kind of ETV business—that I notice how increased has become the use of programs other than ours. I ought not to say this in the presence of Madame Chairman here, but the World Series is an extremely popular educational program at certain times of the year.

The Chairman: Especially in the teachers' lounge.

Mr. Hanwell: The launchings of the sputniks are extremely popular at a certain age level. I do not know whether it is because they give the teacher a break from her usual arduous daily round, and I do not know the figures, but these programs are used. Indeed, in the last two months, different programs that we had scheduled on CJOH and CBOT have been pre-empted by the national network of CBC and CTV, so that conferences such as were mentioned this morning could go on air. Therefore, I am convinced that a large number of our classes saw them inadvertently on turning on to something else.

Mr. Basford: Then one could logically ask why we require another network when one network—and possibly two—already showing these events of national importance?

Mr. Hanwell: I thought I had made my point on that, Mr. Chairman. As I have stated in the brief, you will recall, the CBC has the right and the duty and the responsibility to put out such programs as the Opening of Parliament, and I hope that they become integrated into the normal production and programming schedules of the regional authorities.

However, there are locally-important events which we feel could be shown in the same way that you may put out the Opening of Parliament. Certain events at City Hall here may be of importance to our region but of little importance to people in British Columbia, and hence would not be very good material for a national network.

If we were in charge of a regional authority we would certainly use these resources and not attempt to duplicate them, and would certainly integrate them with our programming.

Mr. Basford: But if you have a television set in a school and can turn it on to Channel 4 and see the Opening of Parliament why do you need another network to watch the same thing?

Mr. Hanwell: What would you do? Would you close up the ETV network? It is not your suggestion, I trust, that sufficient material is being put out on CBC and CTV to meet our educational needs?

Mr. Basford: Not for your instructional needs, but I am suggesting, for the sake of argument, that possibly there is sufficient on the CBC for your enrichment programs.

• 1645

Mrs. Scotton: We would not agree.

The Chairman: I think Mr. Basford is suggesting that your example of the Opening of Parliament is a rather poor one because it is readily available without having an ETV network or even special stations.

Mrs. Scotton: The idea came to my mind, Mr. Chairman, when Mr. Basford was asking his question—and it is one which has been very close to my heart ever since I joined the Public School Board—that our children simply do not know how their boards of education operate.

Mr. Jamieson: Perhaps that is a good thing!

Mrs. Scotton: Perhaps it is; but we think they ought to know; and we think their parents also ought to know. So here are two aspects of it. The chamber in which we hold our meetings would accommodate 30 children. Someone with a television camera could be there photographing and talking about what is going on, and it could be disseminated to all the thousands of children in our system eventually.

The Chairman: The galleries in the House of Commons would hold many more Ottawa school children than that but it is very seldom that any are brought here by your teachers.

Mrs. Scotton: Really?

Mr. Jamieson: That, too, may be a good thing!

Mr. Livesley: Mr. Chairman, if this group would pardon the allusion, three of our high schools made great use of the Conservative Convention on their new television sets last fall.

Mr. Jamieson: Did I understand you to say that you had 1500 classrooms in your system?

Mr. Hanwell: No. What I said was that in the Ottawa Public School Board we have 50 odd schools and 26,000 children, and roughly 1,000 classrooms. There are fewer schools but about an equivalent number of children in the separate schools; there would be approximately another 1,000 classrooms there. The high schools have 20 schools that they operate down here. On the average, they have more classrooms than have the elementary schools, and I estimate from those figures that there will be about 500. That makes a total of approximately 2500 classrooms.

Mr. Jamieson: I simply wanted to know how many of those rooms are now equipped with television sets.

Mr. Hanwell: I could tell you that exactly for the Ottawa Public Schools. We have 5 schools and a total of 192 television sets. Each of our schools has from 2 to 6 sets, depending upon its size. Generally, they are fitted with "rabbit ears", but in some cases, where there is difficulty with the reception, we have to put on outside antennae. This means that every one of our classes is able to watch a television program when it is on air.

Mr. Jamieson: They have to move to another room.

Mr. Hanwell: No; they move the sets.

Mrs. Scotton: They are mobile.

Mr. Hanwell: They are on special mobile stands. One of the requirements laid down by the Department of Education before they give a grant is that the model must meet their specifications, and one of these is that it be on a mobile stand.

Added to that is the fact that we show a program more than once. This is not unique now, but was when we introduced it. This makes it more likely that all the grade ones for example, will see a program geared to their needs than if you put it out just once. Therefore, if you have 4 television sets in a school with half a dozen grade one classes and the program is shown twice then straightforward arithmetic shows that there are enough sets to allow each class to see it without even doubling up.

You will note that we have made good use of the grants that the Department of Education have made for the purchase of TV.

Mrs. Scotton: Our TV department is constantly asking for more television sets.

Mr. Hanwell: Which means more money, of course.

Mrs. Scotton: The Board says yes or no, sir, depending on its budget.

Mr. Jamieson: I have one other question, Mr. Chairman. On the first page of your brief you state:

Cultural or Enrichment Programming is a vital element of Educational Television and lies outside the realm of direct instruction. It includes in-depth studies of public affairs, special news commentaries on national and international events,

debates on controversial subjects, reports on the growth of the Fine Arts in this country and so on. This type of 'cultural' programming relates directly to development of a responsible, well-informed public and to the promotion of national unity.

You are referring to television, admittedly, but at least to me, in the field of radio broadcasting, that appears to be a fairly good description of CBC radio. Yet the statistics indicate that not too many people listen to CBC radio. If you set up a sort of adult educational television network based on cultural and enrichment programming how many people will watch it?

• 1650

Mr. Hanwell: I just do not know the answer, of course. I could not hazard a guess. But unless it is available on TV I do not know how we will ever find out. It seems to me to be a tragedy that our two main TV networks are so short of cultural entertainment. Whether it is going to be accepted or not I could not say, but we must give people at least a chance to view this kind of programming. The type of programming that probably would not be accepted, and was not accepted in England, is that put out on the Third Program which you may have heard about. Yet, though only a minority viewed that kind of programming, it is considered sufficiently important for money still to be spent on it.

I am not altogether sure there is not the implication that only that which is popular should be produced and put on air. I am not so sure that that is a useful criterion to use in judging television; I think minorities have rights in cultural affairs too, just as the majority obviously has its rights so far as popular programming is concerned.

Mr. Basford: This is something that is a factor in the CBC programming, where they endeavour to obtain balanced programming that does take into account minority interests.

The Chairman: Mr. Livesley?

Mr. Livesley: Mr. Chairman, to add to that, we have found in our experience with adult education at the Collegiate Board—and I think Expo helped to prove it too—that if such programming is given the proper promotion, for want of a better word, as we and the Public School Board do with supplementary material, it is watched, evaluated, and used.

It needs the proper approach, and I think if it is part of an educational, enrichment, or whatever you want to call it, set up and given the proper approach it will be used, and there are many, many people who wish to use it. We found this in our adult education programs, not on ETV but within the high schools.

Mr. Basford: I think we have to consider a cost benefit ratio here—at least we certainly do—and I think school boards also have to do so. Is not the answer possibly in just enriching the CBC?

Mr. Hanwell: Do I hear the question correctly?

Mr. Basford: Well, rather than set up the network—and I am not talking of instructional television at all—is the answer not just in enriching the CBC?

Mr. Hanwell: Would the CBC drop some of their present types of program to put in more educational programs? I must confess, and I suppose this must be construed as a criticism, that we have had little success in obtaining facilities from CBC to air our own educational programs. We have had no success to date in having the local CBC take part in the production of any of our educational programs. I feel, therefore, that the impetus must come from something like the regional board that we have been talking about, and from educators.

Mr. Basford: Yes.

Mr. Hanwell: The CBC in this area—although I understand they are making some attempts to overcome this—has so far not produced one educational television program for us, whereas the local CTV station or private station has produced well over 300 programs for us. So I do not know whether it would be the answer to enrich the CBC if we cannot get their facilities at the present time.

The Chairman: Mr. Basford is not talking about instructional programs at all.

Mrs. Scotton: No, but again simply enriching the CBC which is a national set up surely will not solve the problem of regional educational matters—I am using the word loosely at this point; cultural matters, informative matters, or whatever word you want to use.

Enriching the CBC on a national basis, which I think would be a very fine thing, would not answer the problem that we have

for example in the Ottawa-Hull area where the question of whether or not a regional government should exist has not really been aired at all on either of the television stations in an in-depth way.

Now, here is something which fairly recently in Ottawa's history would have been a useful thing to have had—another station or another channel from which people could have got in-depth information about something which is obviously troubling them.

● 1655

Mr. Basford: Yes, but I think in fairness that CBC production has a regional influence in it; they have regional production centres and regional general managers who are in charge of their programming. I come from the other end of the country and there is all sorts of regional programming.

Mrs. Scotton: I think then, Mr. Chairman, that there must be more of it in the area where Mr. Basford comes from than there is in the Ottawa area. As I recall we have two news sections a day which could be called public affairs programs, in addition to one other program I can think of which I believe is called "Something Else" which comes on every evening for 15 minutes, or something like that. Obviously my facts could be wrong because I do not have anything in front of me about this, but my impression—both as a person who operates on the public level to some extent in Ottawa, and as a parent of three children, one 14, one 12, and one 7—is that there is not enough informative material coming over the television set.

Not only would my children benefit from more of it, but I would benefit too. I am sure that I do not just speak for myself when I make a remark of this kind. I am sure this is true of a number of adults, probably in quite a larger proportion than we would think.

Mr. Basford: I was watching a program the other night called "Daughters of the Widow"...

Mr. Jamieson: Soldiers of the Widow."

Mr. Basford: ... "Soldiers of the Widow"...

Mr. Jamieson: Another one of those dirty CBC shows.

Mr. Basford: ...which was an exceedingly good commentary on the Boer War. I do not know whether any of you people saw it, but it seemed to me it could very well be used in

any junior high or high school history class. I know that my wife and I, not knowing a great deal about the Boer War, learned a great deal. Now, that program is not used in the schools, I take it, and yet it seems to me it should be available and with a video tape recorder would be available.

Mr. Hanwell: That program if I recall correctly, Mr. Chairman, was aired at nine o'clock as the "Show of the Week", and obviously most of our schools are not operating at that time. Our thesis is, and has been, that the CBC should make these programs available so that they can be shown at times when they could be useful—for instance, in our schools.

The showing of that program at two o'clock on a Wednesday afternoon would have been far more satisfactory from their point of view than showing it at nine o'clock on a Wednesday evening. We are not—and the brief makes this clear—trying to put the CBC out of the cultural and public affairs programming business. We would welcome their programs shown on networks at times suitable to us, but not solely that; there are other things. They would merely play a part—a role—in the total ETV production.

With regard to local programming of public affairs, I think CBOT produces two public affairs programs a week. The name of one escapes me; it has to do with interviewing people on the streets and being picked up at eleven o'clock at night if you are unescorted, and so on—I forget the name of that one. The other program is called "On the Hill". This program, of course, is one that is not distinctive of this region; Parliament, presumably, is the concern of the whole of Canada.

Now, I am not saying this is not a rightful subject about which to make programs in Ottawa. Parliament is in Ottawa, the facilities are in Ottawa, and this seems an obvious ménage of ideas and techniques and technical equipment, but this is not the kind of regional program that we feel a regional production centre should be looking into. That, to me, is more of a national concern.

Mr. Basford: Thank you.

The Chairman: Well, gentlemen, have you exhausted your questions? This has been a most interesting afternoon for us. You have spoken from a lot of experience because you have been one of the leading educational

authorities in the province in this field of educational broadcasting, and we appreciate very much the contribution you have made to our study.

• 1700

Thank you very much Mr. Hanwell, Mrs. Scotton, Mr. Livesley and your colleagues. Please thank your respective boards for allowing you to come.

Mrs. Scotton: Thank you for having us here today.

The Chairman: We will adjourn until Thursday morning at 9.30 when representatives of the Department of Education of the Province of Alberta, the Metropolitan Edmonton Educational Television Association and the Calgary Region Educational Television Association will appear.

APPENDIX "M"

STANDING COMMITTEE ON BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS

STATEMENT BY

ONTARIO DEPARTMENT OF EDUCATION REGARDING
EDUCATIONAL TELEVISIONHONOURABLE WILLIAM G. DAVIS, Q.C.
MINISTER OF EDUCATION

PART I—General

The Ontario Department of Education is pleased to have been invited to submit its view on the Province's broadcasting needs for educational television to the Standing Committee on Broadcasting, Films and Assistance to the Arts. The interest and concern of the Committee in wishing to help educational authorities make fullest use of the resources increasingly available to us in this age of technology are most encouraging.

It is important for Canada, as it is for the entire world, that all the aids and tools available to us be used for the betterment of her people. It is also important for us to remember that, even considering all the resources mankind has developed, the greatest and only resource is man himself. The quality of life, as we understand it, depends on the use he makes of his mind and body. It seems then, beyond any point of argument, incumbent upon all of us to ensure that every opportunity for self-improvement is made available to all the people of Canada.

The Ontario Department of Education is aware of the constitutional problem the Committee faces in these proceedings. While broadcasting has been traditionally the responsibility of the Federal Government, education is constitutionally the responsibility of the Province. These traditional and constitutional responsibilities, which are rooted in the principle that every citizen of Canada shall be represented at the various levels of government and shall hold each Government to account, cannot be changed easily. The term "Educational Television" in itself brings to mind the problems involved when the responsibilities and rights of federal and provincial governments are involved. It is not the intention of the Ontario Government to argue the constitutional niceties of the situa-

tion at this time, particularly when a practical solution appears to be at hand.

Therefore our present attitude is to accept the solution suggested in the White Paper on Broadcasting issued by the Federal Government in July of 1966 and reaffirmed before this Committee by the Secretary of State on February 8th, 1968.

Chapter Two, Sub-section Nine devotes space to the subject under discussion.

"Federal policies in the field of communications must not work to impede but must facilitate the proper discharge of provincial responsibilities for education. For this purpose, it will be necessary to work directly with the provinces to study the technical facilities required, and to plan and carry out the installation of educational broadcasting facilities throughout Canada."

"The Government is prepared to give immediate consideration to the creation of a new federal organization licensed to operate public service broadcasting facilities. This organization would be empowered to enter into an agreement with any province the province, during appropriate periods of the day, of programs designed to meet the needs of the provincial educational system as determined by the responsible provincial authorities."

The conversations that have been held by representatives of the Federal and Ontario Governments have been based on the principles quoted from the White Paper. The Ontario Government is willing to accept, in principle, this division of responsibility:—

that a Federal Authority erect, operate and maintain transmission facilities;

that a Provincial Authority be responsible for the production and programming

of the educational material to be broadcast over these facilities.

Educational broadcasts, thus, become part of the structure and process of education within the Province.

It is the intention of the Ontario Government to co-operate in this matter, keeping in mind its constitutional responsibilities to the people of Ontario. Officials of the Department of Education have investigated the technical and physical requirements needed to erect a television network to serve education in Ontario. They are prepared to extend assistance wherever possible to help this Committee formulate its approach and recommendations regarding the proposed Federal Agency which would be responsible for the erection, operation and maintenance of educational television transmission facilities.

Educational television has been under study in Ontario for close to ten years. Although an impressive beginning in programming has been made, it is essential that this powerful educational aid be released now to make its full contribution to the people of the Province.

Leaders in both political and educational fields have indicated their belief in the vital importance of television in education. In an address delivered at Sherbrooke, Quebec, April 12th, 1967, the Secretary of State, the Honourable Judy LaMarsh, said: "By and large, television already is established as the most powerful of our communications media and from communication comes knowledge and understanding."

One of Britain's leaders of educational thought, Sir Alec Clegg, is another who supports the importance of television in education. He stresses children's need for first-hand experience—or the best possible substitute—as a stimulus to learning. In a much quoted address, given as Visiting Commonwealth Fellow in October, 1966, he says:—"...for the majority (of children) this eagerness (to learn) is much more likely to come from a carefully contrived experience, on the principle that what I hear I forget, what I see I remember, and what I do I understand."

Shigenari Futagami, senior producer in Japanese educational television, wrote recently in the European Broadcasting Union Review, "At present, everywhere in the world, broadcasting to schools is expected to play the principal role in the launching or refor-

mation of an educational system. And nowadays, teachers as well as pupils count upon the strong impulse of radio and television."

Much has been accomplished in other parts of the world which gives us confidence that, with intelligence, wisdom and foresight, this powerful medium can be used by man for his enlightened progress. In many of the emerging countries of today's world, television was introduced originally for educational rather than entertainment purposes. We believe that this Committee supports our conviction that in broadcasting we possess a key which can unlock a door to a future in which every Canadian will have available the widest opportunities for education, thereby finding both personal satisfaction and fulfilment in service to his community, his country and his world.

Our submission, made to the hearing on October 25th, 1966, of the Board of Broadcast Governors on The Opening Up of the U. H. F. Band, had support from the Ontario School Trustees' Council, Ontario Teachers' Federation, the Ryerson Polytechnical Institute, the Sub-Committee on Television of the Committee of Presidents of Universities of Ontario and the Ontario Federation of Home and School Associations. This represents, as you will agree, a very sizeable portion of the educational community of the Province of Ontario.

The recommendations that are contained on pages 4 through 7 of the Brief to the Board of Broadcast Governors on October 25th, 1966, remain the position of the Province of Ontario with respect to the need for transmission facilities for educational purposes.

Our request was then and is now that *in all areas of the provinces, the responsible authority assign the most favourable technical allocation, reserve indefinitely the second most favourable allocation and consider freezing the third where demands for a great diversity of programming exist.* The request for the reservation of the second and a freeze on the third most favourable technical allocation was based not only on the need to protect channels for anticipated future growth in programming requirements, but also on the recognition of the bilingual nature of the Province so that where both English and French are commonly spoken, educational programs will be available in each language.

Because we are so deeply committed to education and its values and hence to the

importance of educational television we feel compelled to give a priority position in our Province to educational television. In making this statement, we do not dispute the value of the role that must be played in the life of the community at large by a national broadcasting system or by private broadcasters. It is our point that this role and the role that an educational television system must play are different. About thirty per cent of Ontario's seven and one half million people are enrolled in publicly supported schools, colleges and universities. There must be many more who would be involved if educational opportunities were made available to them in their homes. These people would undoubtedly use and benefit from high quality educational television. This is obviously a significant number of viewers. Yet educational television in this country exists in only a limited way. It is important that the right to every reasonable educational opportunity be protected and supported for every citizen and potential citizen.

The Ontario Department of Education noted with interest the conclusions of the Third International Conference on Educational Radio and Television held in Paris in March, 1967. In as much as this conference represented the views of almost 500 delegates from a large number of countries of the world, the results are particularly significant. Attention was paid to the report of Commission II—that section which dealt with Organization and Planning.

The Committee may be interested in the conclusions regarding administrative considerations:

"...The service must have secure possession of:

(a)—transmission times at which the great majority of the target audience is available.

(b)—a budget and facilities adequate to its educational commitments.

In view of the need for long term planning and long term information to the audience these must be guaranteed for a reasonable period ahead. There should, furthermore, be provision for growth.

Policy control

—Control of broad policy should be in the hands of the competent educational authorities. The extent and nature of that control should be clearly defined.

Program Planning and Production

(a)—The detailed planning and production of programs should be in the hands of people with a thorough professional competence in the use of the broadcasting media as means of educational communication.

(b)—Whether or not there is a division of functions (e.g. between the educational planner of a program and the "metteur en images") all those involved should be conversant with and committed to educational purposes.

(c)—There should be continuity in the allocation of personnel to the educational operation.

(d)—There should be provision for the collection of any information necessary to the program planner.

Supporting material

There must be adequate arrangements for the production of printed or other supporting material.

The utilization of programs

(a)—The competent educational authorities must take ultimate responsibility for the installation and maintenance of receivers for the target audience.

(b)—The teachers who use programs (or their representatives) must be consulted and must be involved in the process of assessment.

(c)—The teachers using programs must be trained in their effective utilization.

Feedback and research

There must be adequate arrangements for:

(a)—feedback from the target audience as a guide to planners and producers.

(b)—fundamental research..."

The Department of Education was pleased to see that the recommendations of this international conference so strongly supported the philosophy and approach of its Educational Television Branch.

PART II—Technical

The Ontario Department of Education, in its desire to implement an educational television broadcasting system, undertook a study of necessary production and transmission

facilities prior to the announcement of the White Paper on Broadcasting in July of 1966. The White Paper proposed a division of responsibilities for educational television whereby the Federal Authority would be responsible for the erection, operation, and maintenance of transmission facilities and linkage, and the Provincial Authorities would be responsible for programming and production.

The Ontario Government has indicated its willingness to accept, in principle, this division of responsibilities. The White Paper also proposed that the Federal Authority "work directly with the provinces to study the technical facilities required, and to plan and carry out the installation of educational broadcasting facilities throughout Canada."

The policy of the Government of Ontario to provide equality of educational opportunity to every citizen of Ontario was fundamental in planning the educational television system. This meant making available a television signal for every home and school in Ontario.

It soon became apparent that to meet the great variety of requirements for educational institutions and individual homes, many integrated systems and channels would be required in the near future. The overall plan for educational television in Ontario considers all available and potentially available means of distribution.

Of immediate importance and priority, however, is the efficient and economic distribution of programming in response to the curriculum and professional development needs expressed by Ontario educators. This objective is being met presently in a small way through the use of limited air time on existing broadcasting outlets. It would be met much more effectively and efficiently through the use of available UHF and VHF channels devoted exclusively to educational purposes.

The map, which is included as an appendix, shows how this objective could be achieved. It shows the predicted coverage patterns of thirty-three television transmitters which were designed to show a television signal to virtually every home and school in the Province. This information was presented to the Board of Broadcast Governors and the Department of Transport, together with a request for consideration if or when other license applications were made for these areas.

The plan is, of course, tentative, and each area to be served requires detailed examina-

tion before final design can be made. It serves as an indication of how the educational network would grow. It also serves as a basis for estimating the cost of developing the network, including sites, towers, buildings and equipment. Detailed engineering studies for some locations have been completed, and others are presently in progress. As they become available they are forwarded to the Board of Broadcast Governors.

Because the terms of reference are noncommercial, in some cases the proposed coverage areas do not coincide with existing commercial operations. In other areas, there are compelling technical reasons for locating all television services on a common site. This is, in fact, occurring in Ottawa area at the present time. In such cases there have been informal preliminary meetings with the parties concerned to discuss possible co-operative use of transmitter sites. In all cases the Department of Education has been impressed with the cordiality and co-operation extended by these organizations. It is highly desirable that this co-operation should be continued and implemented in order to develop many common transmitter sites to provide better television service. The Board of Broadcast Governors has been kept fully informed of such discussions. In the present context, this aspect of the Department's work is offered purely as a service to the anticipated federal agency.

The time element is becoming increasingly critical. The Department has completed production of over 460 program units up to the present and is actively preparing production for the 1968-69 season. The limiting factor is the lack of additional air time on existing transmission outlets. The success of our limited operation demands that the total program be permitted to grow. The present production capacity exceeds the available transmission time. The Department of Education has been and is anxious to co-operate with any agency authorized to facilitate its endeavour.

Ontario wishes to proceed as quickly as possible with provision of transmission facilities. Production facility requirements will not vary greatly with the number of transmitters available.

Development of the entire network will undoubtedly parallel technological advances in terrestrial and satellite telecommunications. It may well be that a combination of several methods will be used to meet eventual needs. The modular developments contained in the Ontario Department of Education's plan make

allowance for the investigation of new and more economic techniques of television transmission methods as they become available.

The size of the Province and the diversity of its needs indicate the advisability of regional development to follow the establishment of the initial production and transmission facilities. It will be desirable to supplement network programming with regionally produced programs. For this reason some regional production centres are envisaged. The first transmitters requested from the proposed Agency will be for five originating stations to serve the regional needs of the Province. It is hoped that these will be operational within two years of the passing of the necessary legislation. The remaining transmitters indicated on the map will be rebroadcasting units designed to make the ETV signals generally available. Should improved terrestrial or satellite telecommunication systems become available it is the expectation of the Province that such systems would be utilized by the Federal Agency as a substitute for the rebroadcast units presently indicated.

The complexity of administration and scheduling within educational institutions increases even further the need for channels. It is, therefore, considered necessary to make

preliminary plans to use either cable systems or the 2500 megahertz band as a supplementary but integral part of the overall provincial system. These means of distribution are particularly suitable for small, compact areas and are consequently being studied as a way for authorities to respond to specific needs in their localities.

Other countries of the world are availing themselves of the opportunities which educational television affords. This is made evident by the fact that the United States in December, 1967, had in operation 140 educational television stations, and Japan, through the past seven years, has developed 500 stations. To enable us to keep pace with developments in other parts of the world, to fulfil our responsibilities and to expand the educational experiences of our citizens, we consider the earliest possible installation of transmission facilities, using the best available channels, whether UHF or VHF, as our immediate requirement.

We believe that this Committee will do all in its power to expedite the development of facilities for broadcasting for educational purposes, not only in Ontario but in all of Canada.



OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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ALISTAIR FRASER,
The Clerk of the House.

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HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament

1967-68

STANDING COMMITTEE

ON

BROADCASTING, FILMS AND ASSISTANCE TO THE ARTS

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 15

THURSDAY, FEBRUARY 29, 1968

Respecting the
Subject-matter of broadcasting and televising
of Educational Programs

WITNESSES:

From the Province of Alberta Department of Education: Hon. R. Reiersen, Minister of Education; Mr. R. A. Morton, Associate Director of Curriculum (Educational Media); Mr. Larry T. Shorter, Supervisor, Audio-Visual Services Branch, and Co-ordinator of the Alberta Pilot Projects for Television in Education. *From the Calgary and Region Educational Television Association:* Mr. L. A. Robertson, Executive Director. *From the Metropolitan Edmonton Educational Television Association:* Mr. T. D. Baker, Chairman of the Board of Directors, and Acting Superintendent, Edmonton Public School Board; Mr. Henry Mamet, Member of the Board of Directors, and Director of the Radio and Television Committee of the University of Alberta; Mr. G. A. Bartley, Consulting Engineer.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968

STANDING COMMITTEE ON BROADCASTING, FILMS
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Asselin	Mr. Goyer,	Mr. Prud'homme,
(<i>Charlevoix</i>),	Mr. Jamieson,	Mr. Régimbal,
Mr. Basford,	Mr. Johnston,	Mr. Reid,
Mr. Béchard,	Mr. MacDonald (<i>Prince</i>),	Mr. Richard,
Mr. Brand,	Mr. Munro,	¹ Mr. Schreyer,
Mr. Cantelon,	Mr. Nugent,	Mr. Sherman,
Mr. Cowan,	Mr. Pelletier,	Mr. Simard—(24).
Mr. Fairweather,	Mr. Prittie,	

M. Slack,
Clerk of the Committee.

¹ Mr. Schreyer replaced Mr. Mather after morning sitting of February 29.

ORDER OF REFERENCE

THURSDAY, February 29, 1968.

Ordered,—That the name of Mr. Schreyer be substituted for that of Mr. Mather on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

Attest:

ALISTAIR FRASER,
The Clerk of the House of Commons.

MINUTES OF PROCEEDINGS

THURSDAY, February 29, 1968.

(28)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 10.00 a.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Asselin (*Charlevoix*), Basford, Béchard, Berger, Brand, Cantelon, Johnston, MacDonald (*Prince*), Pelletier, Prittie, Reid, Richard, Sherman, Stanbury—(14).

In attendance: From the Province of Alberta Department of Education: Hon. R. Reiersen, Minister of Education; Mr. R. A. Morton, Associate Director of Curriculum (Educational Media); Mr. Larry T. Shorter, Supervisor, Audio-Visual Services Branch, and Coordinator of the Alberta Pilot Projects for Television in Education. From the Calgary and Region Educational Television Association: Mr. L. A. Robertson, Executive Director. From the Metropolitan Edmonton Educational Television Association: Mr. T. D. Baker, Chairman of the Board of Directors of M.E.E.T.A., Acting Superintendent, Edmonton Public School Board; Mr. Henry Mamet, Member of the Board of Directors of M.E.E.T.A., Director of the Radio and Television Committee of the University of Alberta; Mr. G. A. Bartley, Consulting Engineer.

The Committee resumed consideration of the subject-matter of broadcasting and television of Educational Programs.

The Chairman called the Hon. R. Reiersen, Minister of Education, who after introducing his colleagues, made a statement on Educational Broadcasting and commented on his brief.

Messrs. Morton and Shorter also made statements covering various aspects of Educational Broadcasting.

The Committee then witnessed a twelve-minute video tape presentation on two television sets concerning Educational Broadcasting, prepared by the Alberta Department of Education, showing various program content.

Agreed,—That the brief of the Department of Education of the Province of Alberta be printed as an Appendix to the Minutes of Proceedings and Evidence of this day. (*See Appendix N*)

The Chairman read the First Report of the Subcommittee on Agenda and Procedure as follows:

Your Committee recommends that:

1. Dr. F. B. Rainsberry of Cambridge, Mass. be called as a witness.
2. Reasonable living and actual travelling expenses be paid to Dr. Rainsberry.

On motion of Mr. Prittie, seconded by Mr. Berger,

Resolved,—That the First Report of the Subcommittee on Agenda and Procedure be adopted.

Messrs. Reiersen, Morton, and Shorter were examined and supplied additional information.

The examination of the witnesses being concluded, the Chairman thanked them for their presentation.

Agreed,—That letters from The Alberta Teachers Association and the Edmonton Chamber of Commerce be printed as Appendices to the Minutes of Proceedings and Evidence of this day. (*See Appendices O and P*)

The Chairman called Mr. Robertson of Calgary and Region Educational Television Association who made a statement on Educational Broadcasting in the Calgary area and was then examined on his statement.

Agreed,—That the brief of the Calgary and Region Educational Television Association be printed as an Appendix to the Minutes of Proceedings and Evidence of this day (*See Appendix Q*)

The examination of Mr. Robertson being concluded, the Chairman thanked him.

The Chairman, then called the delegates of the Metropolitan Edmonton Educational Television Association, and Mr. Baker made a statement and referred to the history and development of his organization.

At 12.50 p.m., Mr. Baker still continuing his statement, the Committee adjourned until 3.30 p.m. this afternoon.

AFTERNOON SITTING

(29)

The Committee resumed at 3.55 p.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Béchard, Cantelon, Johnston, MacDonald (*Prince*), Nugent, Prittie, Reid, Richard, Schreyer, Sherman, Stanbury—(11).

In attendance: (Same as morning sitting with the exception of Mr. L. A. Robertson, Calgary).

Messrs. Baker, Mamet and Bartley of the Metropolitan Edmonton Educational Television Association made statements on various aspects of the Educational Broadcasting and were examined thereon, assisted by Mr. Morton.

The examination of the witnesses being concluded, the Chairman thanked them for their assistance to the Committee.

Agreed,—That the brief of the Metropolitan Edmonton Educational Television Association be printed as an Appendix to the Minutes of Proceedings and Evidence of this day (*See Appendix R*)

Agreed,—That the brief submitted by the B.C. Educational Television Association on behalf of various British Columbia organizations, be printed as an Appendix to the Minutes of Proceedings and Evidence of this day. (*See Appendix S*)

*Agreed,—*That the brief of Mr. Colin A. Billowes, Kanata, Ontario, be printed as an Appendix to the Minutes of Proceedings and Evidence of this day. (*See Appendix T*)

At 5.55 p.m., the Committee adjourned until 3.30 p.m. on Monday, March 4.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Thursday February 29, 1968.

● 0958

The Chairman: Our witnesses this morning are from the government of the Province of Alberta and from the Calgary and Region Educational Television Association and the Metropolitan Edmonton Educational Television Association. I will first introduce to the Committee the Honourable R. Reiersen, Minister of Education for the Province of Alberta. We are honoured to have you with us this morning, sir.

We would be grateful if you would introduce your colleagues and present your brief to the Committee.

Hon. R. Reiersen (Minister of Education, Government of Alberta): Mr. Stanbury and gentlemen, first let me express, on behalf of the government of the Province of Alberta and the organizations of CARET and MEETA, our appreciation of having been allocated time to appear before you and present our views on what is no doubt one of the most interesting and developing aspects of education, the use of television.

First, I would like to introduce the delegation from the Department of Education. There is Mr. R. A. Morton who is associate director of curriculum for the province on educational media; next is Mr. Larry T. Shorter who is supervisor of audio-visual services and coordinator of pilot projects for the department; from the Calgary and Region Educational Television Association, Mr. Robertson; and from Metropolitan Edmonton Educational Television Association, Mr. Tom Baker, Mr. Hamet, Director of the Radio and Television Committee of the University of Alberta and Mr. Bartley who is here in a consulting capacity as a radio and television engineer.

I should mention that the equipment you see here should not really be strange to you gentlemen. It is equipment involved in educational television. It is for the purpose of recording television programs in advance and of playing them back over a period of time in a school or in a classroom anywhere. It is our

intention, in the provincial presentation, to ask for your indulgence in allowing us to put on a demonstration. Mr. Shorter has worked with the Department of Education of Ontario so that I gather that we have the co-operation of two governments in putting on the demonstration for you today.

The brief having been distributed in advance, perhaps you have had an opportunity to review its contents. I will not, therefore, weary you, Mr. Chairman, by reading it in its entirety. We will just make some comments on it.

One of our principal concerns, of course, is the fact that this brief was prepared for presentation to the Committee as far back as last June. Consequently the months have rather ticked by, as has our concern for the development of our experimental educational television in the province.

We have proceeded with various types of educational television in Edmonton. It was our hope that we might have an on-air station in Edmonton to carry out the one area of experimental educational television that would make it complete. The other projects are going forward because they are dependent purely upon the mechanical means of closed circuit, or its equivalent, but today our concern is to secure an early opportunity to proceed with our experiments in on-air television use in Edmonton. It would be extremely helpful.

The use of television in education is one example of enlisting technology to meet one of the primary needs of our day. We in Alberta are aware of what is happening elsewhere in educational television. We have participated in a number of conferences since 1960, to which persons from the United States and Britain brought information to Alberta educators.

Members of the Department of Education staff have visited educational television establishments in the United States and Britain. We participated with MEETA in sponsoring a detailed study, the McBride report, which

provided information about several possible ways of proceeding, including the setting up of high-power stations in both Calgary and Edmonton.

In view of the prospect of very large expenditures we decided first to undertake a period of study to determine what pattern of television in education would be most suitable and most economical for our educational situation. Therefore, the Alberta pilot projects were set up in 1966 to try out: one closed circuit television; open circuit television; television distributed by four-channel 2500 Megahertz signals; and television produced and used within the school itself.

If I may digress for just a moment, our various associations are participating with the Department in a way rather, independent from each other, each in their own experiments, so that we might have diversity both in thought, in the actual experimentation program content and all of the various factors which go to establish versatility in the development of curricula, and in the development of the actual application of television itself, rather than having a concentration of all of our associations and the Department on single types of programs.

• 1005

Therefore, you will find from these presentations by CARET and by MEETA that they are acting independently from one another and in co-operation with the Department to develop what each feels will be to the best interest of its areas to explore and develop.

All of the projects except the on-air project are either in process or about to begin. We are concerned at the moment about proceeding with the on-air project as planned. The MEETA organization in Edmonton prepared its brief and applied for a licence to broadcast on a television channel in the summer of 1966. It submitted it to the federal authorities according to the procedures then understood to be in effect, and received word that the technical portion of the brief submitted by Alberta Government Telephones was acceptable. From that time on there has been delay because of the ramifications of the White Paper on Broadcasting.

Although this brief was presented to the Federal Government by MEETA, the Alberta Government is a member of that organization. Alberta Government Telephones was prepared at that time to erect a transmitter and

provide transmission service during the two-year period of the pilot projects.

At the end of this presentation I might just touch on the part that Alberta Government Telephones plays in our projects.

The Government of Alberta is interested in more than MEETA, but within the context of our pilot projects plan it is an important part of our investigations. We believe it should be given an opportunity to proceed at the earliest opportunity.

Broadcast television will enable us to do what other forms of transmission cannot do at the moment—send programs into homes. A very important aspect, we feel, is that the others are all delineated to classroom instructional television. This would have the broader concept of being able to extend itself actually to the homes. Therefore, not only to carry out the Edmonton project but also to assess the future of using television as a means of bringing education into the home, the use of a VHF channel is necessary.

Although we can appreciate the desire of the Government of Canada to have a uniform policy on this matter throughout the country, it does not seem to be justified either technically or logically. In Alberta, where there will be unused VHF channels available for some time to come, it seems foolish to force educational broadcasters into the less desirable UHF band.

In spite of the Secretary of State's presentation to this Committee indicating that all television receivers in the future will be required to have all-channel capability, it is clear that it will take many years for this to have an effect on the potential audience for ETV or commercial programs on UHF channels.

Converting existing receivers in schools, which might be accomplished without much difficulty but at considerable expense, still leaves a very large potential home audience actually unreachable. As far as our Edmonton project is concerned this is the very audience we are attempting to reach.

I would like to repeat that in our exploration of television in education we may very well discover that television for schools is most useful when transmitted by cable or by 2500 megahertz signals.

The role of broadcast television may be threefold—first, to reach homes with educa-

tional material for adults; second, to distribute lessons to schools where they will be recorded and played back at appropriate times; and, third, to meet very special educational needs such as those of Indians and Metis in Canada. Someone must explore these roles of television, along with others, before governments commit very large sums of money to patterns of educational television which may in fact turn out to be not very useful and therefore not used or accepted. I suggest that our pilot projects in Alberta provide a vehicle for this study.

May I, in conclusion, refer you to the summary of our brief and repeat the six points:

1. That we are using the Pilot Projects to assist us in evolving a long-run policy with regard to the place of broadcasting in education in Alberta;

2. That we consider broadcasting as only one of the technologies which will influence the direction of education in the future;

3. That the uses of television in education are many and varied and that all types of uses need to be explored;

• 1010

4. That in order to make our pilot projects productive from the point of view of experimentation which will provide useful information upon which future decisions may be based, it is important that the Edmonton Project under MEETA proceed as planned;

5. That in order for the MEETA project to proceed the broadcast facility must be able to reach persons in their homes or in schools using standard receiving equipment;

6. That under the circumstances we request that the government of Canada not insist, at least for the present, on forcing all educational broadcasting into the UHF band.

I did mention, Mr. Chairman, that I would just revert for a moment to the part that Alberta Government Telephones plays in the exploratory projects we have under way at this time. Alberta Government Telephones have taken on as a public service feature the organization, using existing equipment and providing new equipment for the experiments, of the actual transmission for a two-year period. So as far as Calgary is concerned, the 2500 megahertz equipment is provided by Alberta Government Telephones, and the actual transmission is provided

by the agency, the programming of course handled by CARET, and so on.

In the rural projects, of which there is one principal one connecting about five schools with similar equipment in a rural area, and two or three smaller experiments within two school complexes or single schools, again the equipment is being provided by Alberta Government Telephones, or what in effect they are providing is free transmission for the two-year experiment.

The plan that existed as far as Edmonton is concerned is that by establishing a low-power station the actual transmission on air would have been provided for the use of MEETA, in carrying out their programming and completing the Edmonton experiment.

I might say that at the time the White Paper on broadcasting was brought out and rather suspended the progress of the development at that time, we were completely prepared to go forward to develop since the White Paper indicated that a federal authority would, in fact, own and operate educational television equipment. It was our interest at that time to continue with the plan. We were prepared to develop a station in keeping and in accordance with plans acceptable to the federal authority, advance the capital required and provide the transmission for the two-year period, at the end of which we were very hopeful that all of the new policy would be established and that the capital cost of the equipment itself would be recovered by the federal authority taking over the station.

This is why it was very important to us that we receive approval from the federal government that the type of station we would develop, would in fact be in keeping with what the federal authority would find acceptable to maintain in the future; or possibly transfer it to another point, if it were a matter of its being more useful somewhere else. But we would in fact have continued with our projects; we would have given the two years of free transmission to MEETA on the on-air station, and would have not invested capital that would be satisfied by virtue of its having been found unsuitable. That outlines my presentation, and at this time I call on Mr. Morton who will continue from the Department of Education point of view.

Mr. Morton (Associate Director of Curriculum (Educational Media) Alberta Department of Education): Thank you, Mr. Reiersen.

Mr. Chairman and gentlemen, my part of the presentation on behalf of the Alberta Department of Education is to outline for you the basic organizational structure as we see it and as it is actually operative in Alberta in so far as the pilot projects are concerned and which may possibly provide a basis for that organization in the future. Mr. Shorter's part of the presentation will deal with the content of the programming and that kind of thing. This is part of the pilot project.

The members of this Committee should note that much of the initiative for educational television in Alberta came from local administration, or from groups of local administration, and it should be said that one of the by-products, and we think a desirable by-product of interest in television for educational purposes, has been the formation of associations in the Calgary and Edmonton metropolitan areas.

• 1015

In each case the formation of the associations as a rather loose grouping of representatives of the school systems and universities, together with representatives of the Department of Education, marks the first time that these agencies have found it necessary to work together to meet a common need. In fact, they formed these particular groups when they found that they could get along together—they formed a registered company in Calgary and Edmonton—and these have set something of a precedent so far as this type of educational organization is concerned.

Each of these organizations has a Board of Directors and a separate budget which is made up of contributions from the various organizations. The Board of Directors essentially is a policy-making group, which decides on facilities and broad over-all policy. Each of the organizations has a program council on which the teachers are heavily represented. It is the program council, actually, which makes decisions with regard to "what goes on the air"—what program shall be prepared and what program shall be distributed, and so on.

Each organization has an evaluative committee or group which looks at what is done, what goes into the school, and what result it may have had. So the point is that our Department has really been assisting local people to take advantage of their own initiative and it is hoped that the associations now formed will be successful in bringing together a diversity of interests in a fruitful association which could possibly exist at a provincial level.

I should hasten to add that this has not been particularly easy; it is a tribute, I think, to all those people involved that they have been able to resolve their differences and work together. As I indicated earlier, part of our pilot project point of view is that within the total project we are trying to find viable ways of establishing a provincial organization that will take care of some of the concerns about who is responsible for what, in effect, goes on the air or into the classroom, or out into the homes.

One or two of our pilot projects came about on the initiative of a single school system. This is particularly true of the 2500 megahertz project that is now just in the initial stages in the county of Mountain View, which consists of a county town, Didsbury, and four other places which are being linked by 2500 megacycle.

The licence came through just a few weeks ago and the Alberta Government Telephones, as the Minister has told you, is responsible for setting up this particular system. But the organization of the county of Mountain View is essentially the county itself working together with the Department of Education and with Alberta Government Telephones. The educational authorities within the county are the ones making the decisions with regard to what in fact, goes out to the schools in that particular county.

A number of other smaller projects has been carried out in rural divisions and these were initiated by the Audio-Visual Services Branch of the Department of Education, of which Mr. Shorter is now the head. These are being conducted largely on the initiative of the Department, or of the branch, with still some measure of control at the local level.

• 1020

One of these projects has to do with the teaching of biology and the supplying to schools and outlying areas, where biology teachers may be somewhat underqualified, videotaped material, which is played back on equipment very similar to that which is in the room now, and which the teacher uses at his or her pleasure or his or her needs. This is one of the smaller projects which we are looking at more specifically. As a Department we realize that the success of these projects—and by "success" I think we should stress that we mean they will provide us with useful information—depends upon the local teachers, the local superintendent and the local school boards.

As far as we are concerned, there may be a temptation to operate a centralized studio and produce programs for schools in all parts of Alberta, but at the moment we do not think education works very well that way. Certainly the trend in our province at least is to give greater autonomy—this is also true in matters of curriculum—to metropolitan boards and other school systems that have the staff to assume this kind of responsibility.

If such a central studio is eventually established it might have a variety of purposes. For example, it might serve to supplement the work of local producers, because if you establish a fairly expensive facility it should provide service, and that service is only possible if there are a sufficient number of programs to justify it. So, it may be that as a province, we will produce some programs.

As you can see from the brief, we refer to the programs that we are now producing in co-operation with the CBC. This would be in addition to those, not in place of them.

Another function which our Department of Education might perform with a central studio would be to produce special programs to suit special purposes, such as for home-bound students, special education, pre-school, and so on. It is also possible that we may have to produce some programs aimed directly at rural education for those areas where they do not have resources of money or personnel to prepare programs that are especially suitable for their particular purposes.

The point is that we cannot yet say what the ultimate pattern of educational broadcasting will be in Alberta or, more properly, what the ultimate pattern of educational television will be, whether it be broadcasting or not. If we could do this, then there would be no need for our pilot study. However, we have made certain assumptions which we are testing. One hypothesis is that at least in the metropolitan areas of Edmonton and Calgary development can proceed best by means of the various educational authorities working together through autonomous entities.

Apart from the major cities, we know there is a readiness on the part of many school authorities and other educational organizations—for example, universities, junior colleges, and so on—also to form associations to engage in some form of television activity for educational purposes. One of these associations which is just beginning to be formed is

what is called the Southern Alberta Educational Television Association. It brings together some 85 per cent of the school authorities and organizations in a strip across Southern Alberta which roughly extends about 100 miles north of the 49th parallel and includes the cities of Lethbridge and Medicine Hat.

We do not know if such a diverse group of educational authorities can indeed work together, but it is worth looking into. In other instances, as I have indicated, individual school systems can do certain things on their own.

• 1025

At present we have an advisory committee to the pilot project—a committee which is designated as the Minister's advisory committee—and on this committee the major educational interests of Alberta are represented; the Alberta Teachers' Association, the Alberta Trustees' Association, and so on. There is some indication that a province-wide educational television association might be a logical outcome of this whole process. The role of the Department of Education, then, thinking of it in this particular way, would be one of support, of co-ordination and of supplying a certain amount of expertise. It is possible that we would have to provide more leadership and assistance to the non-urban areas where these resources are scattered and, indeed, the need is probably greater there.

What would television do in this respect? What kinds of programming and content are being done and what is our feeling about this? I think I will now turn this over to Mr. Shorter, the Coordinator of the Alberta Pilot Projects, who will make his presentation.

Mr. Larry T. Shorter (Supervisor, Audio-Visual Services Branch, and Coordinator of the Alberta Pilot Projects for Television in Education): Thank you, Mr. Morton. Mr. Chairman and gentlemen, we know that the members of this Committee are very concerned with the use that will be made of provincial educational broadcasting facilities. We are also concerned. You are concerned perhaps constitutionally; we are concerned educationally. It is no small thing to accept the educational responsibility for broadcast facilities. To assure ourselves that the facility is operated on sound educational principles, our position is much like that of a father faced with his son's first request to use the family car. The father can either teach his son the proper operation of the car or turn

this responsibility over to a driving school. We can either control the training of educators in the use of broadcasting, or turn that control over to an independent agency which we would support financially.

In the end, though, the son must drive the car while the father must assume responsibility for his son's actions, and in the end educators must program the broadcast facilities but we must assume the responsibility for their actions. A wise father and a wise government will see that the user for whom he assumes responsibility is carefully trained and fully understands the responsibility inherent in operating a powerful car or a powerful medium. This is why we are evaluating television so carefully in all its distribution patterns in educational uses. This is why we are operating our pilot projects.

In the event you may think we cannot meet this responsibility, we would be pleased to have you examine a precedent. You may know that Alberta Government Telephones for many years has operated radio station CKUA in Edmonton. Our Minister, Mr. Reier-son, was the Minister responsible for its operation for seven years. We invite you to consult the BBG, whom we are sure will agree that CKUA over its 40 year history, has never been operated irresponsibly or politically.

What sort of use would we like to see being made of educational broadcasting? What things should it be used for? Where will it be most effective? What educational needs will it meet? We thought we would allow you to draw your own conclusions from viewing a videotape which we prepared especially for you. It is not a slick, sophisticated production. It was purposely made quite simple and unsophisticated to show that this can be done. Its standard of production is about what one would expect of an educational broadcast station which is operated on limited funds. It was produced in a studio in one of our high schools. The people in it are from our department, most of them from my office. Four of them had never appeared on television before.

Rather than just talk about television, it seemed sensible to us to use the medium itself, especially as our philosophy of television and education probably covers uses which others will not mention to you. The use we are making of it right now is an example of this.

• 1030

Therefore we need to tie this demonstration directly to that part of our brief where we discuss a programming philosophy, that part beginning on page 5 under section 8, and here we first talk about the need to have programming control decentralized so that what is taught will meet local needs.

As an analogy we might think of broadcast television as something of a shotgun. If we stand well back from the target like this, take aim at the bird's eye and fire, what will happen? We should hit the target, but will the full force of the shot be felt in any one place? That is much like the way broadcast television affects a particular school. The signal content is carried over a large distance and it is widely distributed, but because local needs differ and local standards differ and provincial curricula differ, the full effect is felt in no one particular place. If we want to meet a specific need we must get up close, just about like this, and fire from here. That is how you meet a specific need in television: by getting up close and firing; and that is much like saying decentralize production facilities.

What is our function as a department of education as far as programming content is concerned? It is rather simple, really. We provide the facilities. Once we have provided the hardware, it is up to the professional educator to provide the software. It is the teachers who will establish programming content and the methods of presentation. Say, for instance, we were providing a videotape recorder to a particular school. One school might decide to use this videotape recorder mostly in physical education or in social studies, or perhaps even in science, and within science there might be different methods of presentation there as well. Consider this, for instance.

For our lesson today we are going to view a videotape recording made from last Sunday's program "The Nature of Things". Look for answers to the questions that I gave you on the five senses. When that part of the tape is finished I will stop the recording and then we will discuss the answers. Then I will continue on with the program.

In another science classroom we might find a teacher using the videotape recorder in this particular way.

Then I am going to demonstrate for you the proper method of pithing a frog. While we do

this we are going to use the television camera and then also at the same time we are going to record it on the videotape recorder. Later on, when you come to this particular point in your biology lab where you have to pith a frog, then you as individuals or as a group can play the tape back. This I am sure will help you very much.

Or, we might even find another teacher using the videotape recorder in this way.

Today, as part of our unit on electromagnetism, we are going to demonstrate how to take apart a videotape recorder and find out how it works.

Our illustration has concerned the provision of a videotape recorder but it might just as easily have been the provision of broadcast television facilities. It is the teacher who will decide the programming content, not the Department of Education of the government of Alberta.

Generally, a good educational television program will be smoothly produced and artistically presented, but if there must be a choice between educational objectives and artistic objectives, then let there be no mistake: it is the educational objective which is paramount. There is no evidence to suggest that spectacular or artistic presentations can improve the learning process, and that is what we are interested in.

Consider this particular example, for instance.

So after we have considered the full implication of the distributive process and we go back to our equation, we will find that $2x$ does not equal $3y$. On the other hand, $2x$ (musical interlude) equals $4p$.

• 1035

Now this fancy title and the fancy music cost someone a good deal of time and money and special equipment. There might be a place for that at some time, but might there not be another way of making the same point, perhaps like this?

So we come to the crucial point in our enquiry about the distributive principle, and we will return to our equations. If the camera will just follow over here we will illustrate. $2x$ now does not equal or is not equal to $3y$. $2x$ is equal to $4p$.

So far we have been talking about broadcast television in the public school classroom.

We have tried to point out that there are other ways of distributing television than broadcast television. Broadcast television can help serve the school, especially the elementary school, but it is its unique advantage that broadcast television can reach the home. After all we can already reach the school. It is in the living room that the unique educational opportunity lies.

Consider as a beginning the pre-schoolers.

Good morning, boys and girls. Today you and I and Aunt Emily are going to learn something very important. We are going to learn how to tell time, just like your Mommy and Daddy and all the other grown-ups. Now, this is a picture of a clock. I am sure you all know what a clock is and now let us let the clock tell the story.

Or, consider the housewife who has always wanted to learn how to type so that she can help her husband, who runs a small business.

Yesterday, we learned how to set our margins, so today let us set our margins at 20 and put our paper in, using the guide. Now, let us take a look at the keyboard. Here we are—our main row. We put our hand on this row very gently with our thumb on the space bar. From this position you can reach any of the keys or numbers on the keyboard very easily.

Or, how about those many people who have decided that it is about time they gained proficiency in both of Canada's national languages?

Bonjour. Aujourd'hui, regardons cette image. Nous voyons une femme et un homme. Elle dit: Bonjour, monsieur. Il dit: Bonjour, madame. Ce n'est pas difficile.

And there is certainly a need to retrain or update the training of a large segment of our adult community. Simply consider the possibility of being able to extend the university campus to include its graduates in engineering, teaching and medicine. Consider this sort of continuing professional education.

This is one of the stages of open heart surgery, and you will notice I am drawing up a little tape that surrounds the great vein that enters the heart from below. The patient's head is in this direction, to your right. We have already put a tape around the great vein which enters from below, called the *venae cava inferior*. We then have another great

vein from above which is called the venae cava superior. This tape has been placed around it and when this tube is snugged down like this we are then able to drain the blood that enters this chamber which is the right atrium, back to the heart-lung pump, which you will see later. The normal situation is that from this chamber, the right atrium, the blood goes into the right ventricle, which is the low pressure pumping chamber that pumps the dark blue blood to the lungs, oxygenates it, gets rid of the carbon dioxide and then brings it back to a collection chamber, which is out of your view here and behind which is the left atrium. It collects the now bright red blood and then we see it being pumped under high pressure to the left ventricle. In this lady we see that the aorta, which comes out of the left ventricle, is collapsing. You can see it expanding and collapsing because she has a leak in the valve that is situated at the base of the heart, and as a result this chamber is enlarged. The left ventricle is under undue strain, and this is why we must replace that valve if she is to have a chance at normal life in the future. It might help if we look at this drawing, where we can see the venae cava with the plastic tube in place that brings the blood from the head, and neck and upper part of the body back to the heart-lung pump.

• 1040

You can see that there are many many uses to which television can be put in education, but before we can examine all of the possibilities of television in education—we are already examining many in an actual situation in Alberta—before we can examine its unique advantages in being able to reach the home, we must first have a broadcast facility. Only then will we be able to open the doors of the classrooms and the living rooms to fully develop the human potential. There is a need for broadcast television, gentlemen, and there is a need for closed circuit television, and perhaps there is even a need for the type of television that you are watching right now.

We thank the Ontario ETV Branch for providing us with the playback equipment. I think this is an excellent example of educational authorities co-operating with one another to achieve a common goal. The common goal is better education. We expect this co-operation to extend to program exchange very soon. We can show you other television programs. Playback of the same quality could be achieved with even simpler equipment. In

fact, we brought along a complete back-up system which is under the table at the back of the room. We have shown you our philosophy of educational programming. We have shown you what we want to program and to whom we wish to program.

Do you wish us to define educational television programming? Very well. It is a program structured by a responsible educator who knows what he wants to do and how to use the medium to do it. You will not find a better definition than that. I have a briefcase full of books. Every book has its own definition. There are broad definitions and there are narrow definitions and there are definitions in the middle ground. The currently predominant United States definition says that ETV is a medium which disseminates programs devoted to information, instruction, cultural or public affairs and entertainment. We would reject that as a definition so broad as to be useless.

At the opposite pole we have the definition provided you in your draft resolution—a narrow definition, a very narrow definition, a bread and water definition for Canadian educators who recognize the educational needs that exist in all segments of the population. Under that definition there would be no lessons, only courses; no programs, only curricula; no pre-school education and very little adult programming.

If we had to be more prescriptive in our definition it would be in the middle ground. We have already said in our brief, for instance, the programs should be educationally structured but, frankly, we like our definition just as it is, "A program structured by responsible educators who know what they want to do and how to use the medium to do it". We feel our definition is better than your definition, frankly, simply because education is our business. It is our business professionally and constitutionally. That is why we need your help and co-operation so we can meet the demands that the twentieth century makes on our business.

We are ready, willing and able to begin educational broadcasting in Alberta. One of our pilot projects, MEETA, in Edmonton is and has been so ready, so willing and so able that it cannot wait much longer. MEETA is a project which we back in our Department, and you will hear more about MEETA very shortly. Edmonton needs two things; a licence and a VHF channel. It must have both if it is

to meet its objective and our objective in making it. You are already familiar with our opposition to UHF channels when so many UHF channels are available in Alberta. You may not be so familiar with the disadvantages of UHF transmission. We have brought along Mr. G. A. Bartley, a DOT certified broadcast consultant, to make his expertise available to you. He will speak as part of the Edmonton delegation.

1045

Gentlemen, these are our views and we believe they represent the most rational approach that one can take towards educational television at this stage. Our pilot projects represent the most complete evaluation of television in education yet attempted in Canada. We need your assistance to complete that evaluation. We are certain that you will give us this assistance and we hope very soon.

We find one statement that sums up our presentation. It is a statement which the federal government has presented to you many times. It first appeared in the Government White Paper. It was repeated on a number of occasions in the House of Commons. It was included in the Secretary of State's introduction to your draft resolution. If this statement means anything, then it must be considered the pre-eminent policy statement in all of our deliberations, the base line from which all other statements will arise. The statement reads:

Federal policies in the field of communications must not work to impede but must facilitate the proper discharge of provincial responsibilities for education.

That is all we ask of you. Thank you.

If you have any questions I am sure that Mr. Reiersen will be pleased to field them—perhaps not answer them, but field them anyway.

The Chairman: Thank you, Mr. Reiersen, Mr. Morton and Mr. Shorter. I am sure you all understand very well—just as we understand that education is your business—that broadcasting is our business and those two statements, perhaps, sum up the dilemma with which this Committee is faced. I am not sure that it advances the consideration of the problem very much for each of us to declare the pre-eminence of our individual jurisdictions, but we must find some sort of common ground on both jurisdictions.

I think the presentation we have just received has been the most imaginative we have had so far. Not only has it been imaginative, but I think it has shown great sensitivity to all the problems which this Committee faces. You have covered the waterfront, I think, on all these problems.

I am most impressed with the very orderly way you have approached the subject in Alberta. I think that your presentation, together with the presentations still to come from CARET and MEETA, is going to make this a most useful day.

Would the Committee be prepared to have the complete brief from the Department of Education of the Province of Alberta printed as an appendix to today's proceedings?

Some hon. Members: Agreed.

The Chairman: I might take a moment out now to ask the Committee to receive the first report of the Subcommittee on Agenda and Procedure, which reads as follows: Your Committee recommends that

(1) Dr. F. B. Rainsbury of Cambridge, Massachusetts be called as a witness.

(2) Reasonable living and actual travelling expenses be paid to Dr. Rainsbury.

I ask for a formal motion to approve this report.

Mr. Prittie: I so move.

Mr. Berger: I second the motion.

Motion agreed to.

Mr. Reiersen: Mr. Chairman, before you proceed further, in the interest of safety, if the program on closed circuit has been completed we might have the doors closed on the monitor. I think one lady already has received a rather nasty bump there. I will feel much more comfortable when that hazard is no longer in our midst. I wish to assure you that the first demonstration in the program did not indicate a shotgun wedding between the associations and the Department of Education.

• 1050

The Chairman: It was most vivid and more enjoyable than most of the presentations to this Committee, I might add.

Mr. Prittie: Thank you, Mr. Chairman. I would like to join you in congratulating the Alberta delegation for the ingenuity shown in

their presentations. It is interesting to note that a Minister of Education who bears the name "Reierson" is taking part in Canadian education. I just have a couple of points.

It has been stressed a number of times how anxious you are to proceed in Edmonton. I can see that under the best of circumstances it could be some time before the whole procedure here will be completed. It will be some time before the Committee writes a report, the legislation is actually passed by the House and some federal authority is actually established to get this in operation. I wonder, since you are ready to go ahead in Edmonton, if the Alberta government is prepared to finance it in the interim, providing they get the BBG approval to do so?

Mr. Reierson: Mr. Chairman, the interesting point raised is this. What would take place with the equipment after the interim experimental period had gone by? We felt as soon as the White Paper was issued, when the White Paper contained the fact that a federal agency would own and operate the transmitting equipment, that if we should proceed with the capital cost of a medium powered station and merely carry on the transmission for possibly a two-year period, we might then find that this type of station was indeed unacceptable to the federal authority and that they would proceed to develop their own. Therefore the condition we applied in capitalizing such a station was that we were prepared then to develop a station that would meet the specifications of a federal authority and thus we would be assured adequate compensation for the capital cost, the transmission cost, the cost of carrying the capital and so on during the period of experimentation. This, of course, would be part of our cost in Alberta Government Telephones. So that I am very well aware that there is a paradox at this time as to what would be considered as a suitable type of station for a federal authority's continued use. So there is a problem in this way as well.

Mr. Prittie: Is it really a problem? This is a technical problem. Could someone here not let your engineers know what type of equipment that they would need?

Mr. Reierson: This is exactly the point we put forward. This is why in my comments earlier I mentioned a type of station which would be suitable either for continued operation within the area where it would be developed, or suitable to be developed somewhere

else if there should be a difference in population or a difference in requirement or in power for distribution. So this is the type of assurance that we were interested in obtaining in order to assist in carrying out MEETA's objectives.

Mr. Prittie: I can see one difficulty here. The federal government cannot give you absolute assurance of reimbursement until they have the legislative authority to do so. Have you thought about that aspect of it?

Mr. Reierson: There is already a precedent for that. There was an effort made to pass a supplementary estimate in the House of Commons which was objected to by the members for the purpose actually of assuring assistance in this particular field under a different plan. But I think that this is a hazard. I do not know what form of assurance that we could receive as far as the commitment of the House of Commons is concerned. I am well aware of that.

Mr. Prittie: The second question deals with financing as well. On page 11 of your brief, item 13, you quote as follows:

While we have received no official communication it appears that a Federal Agency will be responsible for providing education television transmission facilities at a rental or lease cost to be based on a fair amortization of the investment required.

You go on to say:

It is our firm belief that the provision of educational television facilities for the use of provincial educators who are responsible for programming production and all other costs should not be set up on a rental or lease basis as outlined above.

Mr. Chairman, I do not recall this at the moment. Did the Minister refer to that aspect at all in her statement?

The Chairman: Not that I recall.

Mr. Prittie: No.

Mr. Reierson: Mr. Chairman, it is my understanding that this matter has not been completely clarified.

Mr. Prittie: I see.

Mr. Reierson: We are not fully aware of whether the federal government's intent would be to assume a portion of the cost of

educational television such as it has for cost in post-secondary education, in manpower training and in many areas where, by agreement, it has become part of the federal-provincial fiscal arrangements. Whether or not there would be federal subsidies to make this medium available to provinces on a sum equitable basis or whether it would actually be borne by the federal government I am sure are factors which the Government of Canada has not yet decided nor has this been a subject of fiscal discussion between provincial and federal governments.

• 1055

Mr. Prittie: I wonder if we are talking about the same costs. I was thinking of the operating costs of actual transmission—the technicians and engineers required for the operation of a station. Did you have costs other than those in mind?

Mr. Reiersen: No, I was confining my thinking to the area of transmission because it is rather firmly fixed in our minds that the matter of production and cost of actual script-writing and programming and so on is very much an area of provincial responsibility, the same as the actual teaching within the classroom. Rather it is the carrying of the medium that I was referring to since it has not been clear in either the White Paper or in other announcements.

Mr. Prittie: The next question deals with a subject that has come up here many times—the type of control that is to be exercised in the province. I have been aware, of course, of the University of Alberta radio station. Alberta is unique in that sense. It is the only station which is either directly or indirectly—I am not sure which—under some sort of government control. I believe you said it was operated by the Alberta Government Telephones system. Who actually owns the station? Is it the university or the telephone system?

Mr. Reiersen: It is owned and operated by the Alberta Government Telephones. It is licensed to the University of Alberta. I may say, Mr. Chairman, that you will find a contradiction there as far as the Broadcasting Act is concerned. Every effort has been made by the Government of Alberta to have the licence placed in the name of Alberta Government Telephones. The licensing of the station continues in the name of the University of Alberta, over which we have no objection. The

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station is operated as a non-commercial public service station. It has a very wide listening audience, perhaps a very strong defence for its remaining on the air. If I may go into its history, the responsibility for upgrading and operating the station was taken on as a public service by Alberta Government Telephones at a time when the University of Alberta, which was the owner and operator of the station, with very poor equipment and poor facilities, was hesitant to upgrade the station and was concerned about its continued operating costs. The level of programming that had been established by the University of Alberta had gained great popularity with its listening audience. Consequently at a time when even a suggestion of selling the station was entertained it was objected to very strongly by a large number of people. The station has been improved and it is a very popular station. It is noncommercial and I must also stress it is completely nonpolitical.

Mr. Prittie: You and Mr. Manning do not make your speeches over the station?

Mr. Reiersen: As a matter of fact I have made a speech over it. I declared the new 10,000-watt transmitter officially opened. This is the only time I have used the medium.

Mr. Prittie: I should like to know to whom the Station Manager reports; to whom is he responsible? Is it the university authorities?

Mr. Reiersen: No, the Station Manager reports exclusively to the General Manager of Alberta Government Telephones and the Alberta Government Telephones is administered by a telephones commission of which the Minister of Telephones is the Chairman. So, in fact, the General Manager of the station is responsible to the Crown Corporation; that is, to the Alberta Government Telephones. He is an employee of Alberta Government Telephones.

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Mr. Prittie: I see, so it is not the Board of Governors of the University that is the actual...

Mr. Reiersen: No. As a matter of fact, all the prime time required by the University of Alberta for public service broadcasting, for lecture purposes, for good music programs, for arts and culture programming is made available. I am sure there has never been an occasion when all the time they have required has not been made available, so a good deal

of time is still used by the University of Alberta.

The balance of the time is devoted to a series of programs in the field of fine music, ethnic broadcasting and in the field of news in general. Many people remain on CKUA for news broadcasts, sports broadcasts and high quality music.

Mr. Prittie: I believe it was you or one of your colleagues who said that you are still thinking about the type of authority that you will establish in the province to administer educational television and who will be represented on it. Is that correct?

Mr. Reiersen: Yes, Mr. Chairman. I am sure that in any event, even if it were for no other purpose than an over-riding control which the Department of Education must have over curriculum so far as elementary and secondary education is concerned, it is essential and, of course, there must be fiscal restraint so far as any medium for education is concerned. So our participation must be beyond just the interest of providing it.

Just as today there is a curriculum control by the Department of Education that must be maintained through the use of educational television, the matter of whatever cost-sharing arrangements would be continued. This is why we feel the period of two years that we have set up—using the various methods of educational television and the costing of them, the development in every way—is important.

As a matter of fact, where I mentioned Alberta Government Telephones was providing the transmission as a public service from the revenue of communications, the Department of Education is working on a cost-shared basis with our various educational television associations in their development of programming and they are actually carrying out productions, and so on.

Our participation as a government then is directly by the Department of Education and technically, through the Crown Corporation, is a form of participation with local agencies to carry out these projects.

Mr. Prittie: This is my last question, Mr. Chairman. There has been an application from Mr. Jack Davis—I believe he is or was an alderman in the City of Calgary—concerning a CATV system for Calgary and it involved putting up a receiver at the Montana

border and then using the microwave to bring the service to the Calgary area as a general cablevision service.

I believe that in one of the briefs he gave the Broadcasting Committee he referred to the educational uses of this system he hoped to get permission to establish. Has his proposed plan figured in the plans for educational broadcasting in the Calgary area?

Mr. Reiersen: Mr. Chairman, without taking a great deal of time to go into all the pros and cons of the development of cablevision and the bringing in of microwave, I must say I am very close to this as the result of my period as Minister of Telephones. The section of Mr. Davis' brief that advocated the use of microwave for bringing in the programming to permit yet wider distribution and make cablevision economically possible has two reasons; one is to distribute local programming in a way that would be of higher quality for colour but, in order to justify the expenditure and the continuing costs of it, the opportunity to have the three American networks also available on cablevision is what would really complete the programming.

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But today within a co-ax cable, it has to pass far beyond the five channels that would cover the features mentioned, and Mr. Davis' presentation suggested that by the distribution by cable within the City of Calgary the surplus channels would be very valuable for educational television purposes.

Now, I might mention that the distribution system within Calgary would be owned by Alberta Government Telephones and that portion of capacity required by a cablevision distributor would be leased to the company concerned. The balance of capacity available within the system would be retained by Alberta Government Telephones to be made available for other purposes, principally those of public service.

When I say "other purposes", on the horizon so far as communications and co-ax cables are concerned we have a whole myriad of other purposes that will perhaps be the means of communication of tomorrow doing many things in the domestic use of telecommunications. So perhaps the representation was actually on the basis that by setting up cablevision in the Metropolitan area of Calgary it would leave surplus capacity available to Alberta Government Telephones estab-

lished there for other purposes, principally educational television, but the opportunity of piping it into homes if it should be developed as a proper way of handling it.

Mr. Prittie: Thank you, Mr. Chairman.

Mr. Basford: I have a supplementary question. What is the extent of cablevision in Alberta?

Mr. Reiersen: Mr. Chairman, the extent of cablevision in Alberta so far as international pickup is concerned is by towers in Medicine Hat and Lethbridge. They have two systems that are not sufficiently sophisticated to give proper colour reproduction, so it is in black and white. But where the distance was too great or where an ordinary antenna could not receive with clarity existing domestic stations in the province, small internal cablevision or TV distribution systems were set up, and I am thinking of such places as Hinton, St. Paul and Athabasca and smaller places like that.

But in these cases and even Lethbridge and Medicine Hat the actual cable is owned by the company concerned. But the policy so far as large-scale distribution in our Metropolitan areas is concerned would be that the telecommunications company concerned should own the system because of its capacity beyond the need merely of distributing television programming. Its usefulness in education, its usefulness for further telecommunications purposes, will justify its ownership by the communications company.

The Chairman: Mr. Reid?

Mr. Reid: Mr. Chairman, I should like to ask the witnesses a few questions about the definition of educational television that has been put forward. As you are aware, the Committee has been very much concerned with this question and we have been rather intrigued by the divergence of opinion that has been expressed by delegations such as yours that would like what we would consider a very wide definition of educational television, and by the draft Bill which puts forward a rather narrow definition. I would like to have repeated, if you will, the justification for the broad interpretation of educational television.

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Mr. Reiersen: Mr. Chairman, the broad definition of educational television as read by Mr. Shorter is so broad that we do not agree

with this, but the requirement so far as our province is concerned is in the middle band. It is an elusive definition at best. May I just digress a moment and state that because educational and instructional television is going to be a very expensive medium we are going into these various experimental projects to try to delineate and evaluate the best use in the area of instructional and educational television and then perhaps develop in these fields. It is very easy to suggest such things as high-powered educational television stations or microwave networks to blanket the Province of Alberta, but although these suggestions are very easy to make they are extremely expensive to carry out. This is why, through these various closed circuit, open circuit and so on experimental projects, we would hope that within a two year period of time we would have come up with a definition for useful educational television which would be much better than we have today. We must plead complete ignorance as to what we can actually do other than the areas in which we have already carried out some experimentation. Its broad usefulness is something as yet for us to find out. We hope also to gain a good deal of knowledge from experiences in other parts of Canada and other parts of the continent, and we would hope that we would not have to carry out further experimentation ourselves, as far as evaluation is concerned, in these areas.

Mr. Reid: Then I gather you have two things in mind: you have a narrow concept of instructional television, which is what is in our draft bill, which would be television beamed directly into the schools for classroom use, and you have a broader interpretation which we have been calling adult education or adult interest television, which would be beamed out to the general public.

The Chairman: So there is no misunderstanding, I do not think you would suggest, Mr. Reid, that the definition in the draft proposal is by any means limited to instructional television in the schools.

Mr. Reid: No. I will accept that correction.

Mr. Reiersen: Mr. Chairman, I think I could agree completely that our concept is ITV and ETV, but rather than suggesting that educational television goes all the way into a province or a department of education we suggest television association should be involved in the whole spectrum of what could be classified as adult education, or adult

edification if you like. Our concern in adult education would be in the fields of useful instruction, perhaps in the upgrading of courses in the home by adults, perhaps trades training opportunities, perhaps language instruction, various areas of actual adult education per se without thinking in terms of just the cultural upgrading. Although cultural upgrading has a place, it could well be that in the development of a single channel this would not be something that could be filled very briefly. First, it would be important that the channel be on the air throughout the day, and perhaps it would require some type of domestic filler program to start with. I am not thinking in terms of what could be classified as the whole area of teaching of citizenship, culture and so on by this channel; rather we are zeroing in on the improved actual educational concept of our adults.

Mr. Reid: If you were going into such courses as trades training and so on, you mentioned, then this would involve some means of creating a feedback system so that you would be able to test to find out if these programs were actually having any effect.

Mr. Reiersen: Mr. Chairman, I believe that the briefs of CARET and MEETA cover these matters. Perhaps I am now encroaching on the—our association's time in this regard and I would ask that we not limit the association's time, if possible.

Mr. Reid: That is fine, Mr. Chairman. My questions seem more directed to the two following briefs.

The Chairman: Mr. Johnston.

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Mr. Johnston: One of the witnesses referred to a program council that I gather would have some control over programming. Could you restate what the membership of this council would consist of and what its function would be in the provincial setup?

Mr. Morton: The program council would represent what might be termed the educator, which is a much abused term. However, it would be made up of representatives of the teaching profession and the teachers association per se so that their interests as an association are represented as well as their interest in good teaching. This is not conjecture but is actually happening in the program councils which are being set up. There is a

representative from the Department on the program council and also representatives from the supervisory staff of the school systems concerned, and in Calgary and Edmonton there are, as well, representatives of the universities. So there is a broad spectrum, if you like, of educational interests, and the program policy is decided by this program council. Now they may or may not decide on individual programs or the content of individual programs. This is generally done by subcommittees which are struck from practising teachers, people who are actually in the field. As you can see, there are various levels of involvement here.

Mr. Johnston: Would the school boards be represented through their departmental staff?

Mr. Morton: Yes. They are professional people.

Mr. Johnston: Does anybody have a veto on this council? Would the department, for example, out-vote...

Mr. Morton: There is a provision for a veto if pressures are exerted within the committee but the council is responsible to the board of the particular association and not to the Department.

Mr. Johnston: And you would not anticipate in the future a federal representative on this council?

Mr. Morton: Perhaps when something is set up on a total provincial basis. Suppose eventually there is a program council for the province—I do not know whether or not this will happen—then there may be some justification for the suggestion. I cannot see it at the local level at the moment.

Mr. Johnston: Another area that I should think also touches on federal co-operation is set out on page 12 of the brief, item 15—consideration of the use of a high-powered television station for sending educational and intercultural programs to the native residents of the greater part of Northern Alberta. Are there consultations being carried on at the present time with the federal Department of Indian Affairs?

Mr. Morton: We have consulted with appropriate local people in the Department of Indian Affairs, yes, but this has been explored on a very shallow basis to start with. We are trying to find out if this kind of thing is

possible and if it is needed. We have not gone beyond this particular point of initial exploration. I think the point of this suggestion is that there is an educational need there. This is a portion of our population that badly needs something of this sort to upgrade not only education but their participation in the community, and therefore if facilities are established they would have to be established on a joint basis to fulfil this particular function. It illustrates the fact that in this instance, at least, some sort of high-powered transmitter or medium-powered transmitter would be necessary in order to reach a significantly large portion of these people.

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Mr. Johnston: Yes.

Mr. Reiersen: I wonder, Mr. Chairman, could I add a comment on this subject of federal-provincial co-operation in the field of providing education to the native people who are a federal responsibility? Already over 50 per cent of the Indian children are being educated in schools under the Alberta Department of Education and even the Indian schools are subject to curriculum control and supervision, so actually there is already an area of co-operation. There is also an expressed policy on the part of the federal government and the Minister of Indian Affairs and Northern Development to the effect that there is a twofold interest. First, that the education of native children become entirely the responsibility of the provincial authority or provincial government. Second, that the native people be given an opportunity to participate in the actual administration of school affairs to upgrade their sense of being a part of the educational system. There has been a good deal of discussion on this and there is an area of co-operation and understanding in this field of joint participation in educating native children.

Mr. Johnston: I certainly would agree with that, Mr. Chairman. It occurred to me when reading this that this rather sensitive area outlined in detail the complications of federal-provincial co-operation in the area of broadcasting and education when tied in with Indian affairs as well.

Mr. Reiersen: There is one other factor with reference to native people—the fine line between the Treaty Indian and the Metis. A good deal of the population in this area are

already the direct responsibility of the Province of Alberta.

Mr. Johnston: I have one other question in this vein. Is your thinking in this particular area entirely Albertian, so far, or is there close co-operation with the other prairie provinces? I think if this really is going to succeed considerable interprovincial co-operation between Saskatchewan and perhaps even the Northwest Territories will be required.

Mr. Morion: This has not been followed up at this particular stage because the whole program is contingent, of course, upon the outcome of your deliberations and subsequent recommendations. We submitted this as a possible way of using television in education in a specific field.

Mr. Johnston: Mr. Chairman, if I may be just slightly critical of Mr. Shorter's film. I think we all appreciated it very much, but I was a little concerned about the suggestion that aesthetic and artistic considerations would go by the board in favour of the practical classroom instruction. The example bothered me a little bit because it seemed to me that when the music highlighted the little formula which was flashed on the screen in a particularly significant way it illustrated that this sort of thing could be done much better by television than by a teacher writing on a blackboard in a classroom.

I would hope if we really are going to get into educational television, and I am sure we will, that the medium will take over even more than the example indicated. I know Mr. Shorter has had quite a bit of experience in this field and I would like him to comment on that. Do you not think that the medium itself will enforce a certain—I do not want to use the word "discipline", but that it will tend to take over and that you will be left behind?

Mr. Shorter: You have asked three questions, Mr. Johnston. In answer to the first one, I did not say that artistic or aesthetic principles would go by the board. I said if there were a need to distinguish between the two that education would be paramount. I think we discussed earlier the great need for the artistic and aesthetic in television.

Your second question related to the particular example that I used, which admittedly was not an especially good one but having done that I thought the music did outline the point rather well. The point was that there is

a place for sophisticated, expensive, exotic presentations even if only occasionally. There is a need at times to use more than what can be rather dull, instructional material, which brings me to the third point.

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As far as your McLuhan reference to the medium taking over, the medium is not the message but it is a good part of the message. We are interested in the medium because it does provide intimate viewing, it does force attention, it does many things. Therefore, to use the medium, and certainly you cannot dissociate it from what we are doing. I think the only thing we can do is to use it very carefully. That is the only answer I can give you.

Mr. Reiersen: Mr. Chairman, may I as a layman make a comment on this rather professional area dealing with children? I have a very open mind as to the possibilities of the use of instructional television, whether in the home or in the school. Judging from the interest that the very young have in cartooning, I would not be surprised, if, instead of "Jack and Jane", eventually we have "Woody Woodpecker learns how to read" or "Donald Duck learns to read together with the little ones". We may accelerate the actual development in this field and it may have possibilities as an assist. For instance, a teacher, rather than resorting to television for an entire hour to maintain the children's attention, perhaps would have 10 or 15 minutes of highly concentrated, highly sophisticated cartooning to which young people would be very closely glued, after which he would work with the class to carry out the very concentrated message that had come at the outset. These are the ways in which I believe television will be of a tremendous assist. There are many and varied ways to maintain young people's interest and perhaps the interest of those who are not so young. I visualize television being used mainly as an assist with very well prepared and intensely interesting programs.

Mr. Johnston: I am sure a lecture by "Batman" on aerodynamics would be interesting.

Mr. Basford: I will ask this question for the sake of argument, bearing in mind that neither the government's policy statements nor the legislative proposals before this Committee are binding on the Committee. As educa-

tion is a provincial responsibility, and the federal responsibility heretofore has been restricted to the granting of licences, I would like to ask why the federal authority should not be content with the licensing of non-political educational authorities rather than building the transmitters?

Mr. Reiersen: Mr. Chairman, I mentioned earlier the statement by the federal government regarding the ownership and operation of educational television stations. I think you are aware of how unacceptable it would be to the provincial people if an "on air" station were financed for a two-year period and then have it abandoned. This was the reason for some assurance that the policy in the White Paper would, in fact, be carried out. The matter of operating the station and the interest in having it licensed is still very paramount. This is why we stressed in the presentation the use of VHF and the fact that even for a short period of time, or until the available channels are required for something else that we would, in fact, be able to use one of the available VHF channels. We are not completely hard-nosed about wanting a guarantee that if we entered this field using a VHF channel we would be able to continue using it indefinitely. We would be able to develop it and assess its usefulness in a field that would have full scope rather than limited scope, and that this would be done at a time when we needed to leave VHF to commercial purposes and depend on UHF for educational purposes. Actually, this develops the twofold approach; first, the matter of some assurance of capital responsibility and, second, the opportunity to use a VHF channel to our best advantage during this two-year experimental period. Subsequent to that period, of course, we think a policy would have been well-established. Whether it was actually necessary to set aside VHF channels for commercial purposes or whether this was a temporary measure, would have been given proper consideration.

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In the interim, at least we could be receiving the benefit of existing sets, which would never be actually converted. We say they can be converted without too much cost, but in fact these are sets which would not be converted because something else would be bought instead or someone would eventually be planning to buy a new set. So, the usefulness of the pilot project would be very, very

much limited if it were conducted on the ultra high frequency. • 1135

Mr. Basford: But, Mr. Chairman, the policy statement in the White Paper is just that, a policy statement. This policy is before the Committee for examination and we are to write a report on whether we agree with that policy or not. Therefore, I state for the sake of argument that that policy by which the federal authority would build and own the transmission facilities, might not be the right policy. I am asking what the justification is for the federal government doing that. We do not assist with the financing of textbooks or school desks, or any other teaching tool. Why should the federal authority have to pay the capital cost of this new teaching tool?

Mr. Reiersen: I think, Mr. Chairman, your question is a difficult one to answer. The federal government has assumed certain other financial responsibilities for education rather than merely, shall we say, making available additional sums in federal-provincial fiscal arrangements, sums which the provinces could expend on whatever they liked.

In fact under the agreement on post-secondary education the federal government will contribute annually either \$15 per capita or 50 per cent of the cost of post-secondary education. The federal government assumes the total cost for certain areas of adult education that meet the qualifications necessary under the agreement with the Manpower Department. It also provides the total amount of training allowances under the same agreement. These various things, then, establish the fact that the federal government does pay for education. So whether it is the intent of the federal government to provide capitalization for these stations and then either provide the transmission at cost to provinces, provide them at no cost to the provinces or provide them at some subsidized rate in between, all remains in a rather murky area of uncertainty. This is why I am unable to say that the province would be prepared to capitalize a medium-powered station without the assurance that if capitalization were made available in other areas of Canada it would accrue to the Province of Alberta, even though we may have moved in advance. This is the reason for our concern about the agreement. I do not know whether this touches on the question or not. Does it, Mr. Chairman?

Mr. Basford: Well, yes. What would be your reaction if the federal policy were simply to license non-political educational television?

Mr. Reiersen: Mr. Chairman, that would certainly be a direct decision on the part of the federal government in contradiction to its present policy. Under those circumstances I would have to inform my government that the federal government was only prepared to licence. Then the Alberta government would have to decide whether to finance such a station, without the assurance of some form of compensation.

Mr. Basford: Thank you. I take it that in your application to the BBG you were prepared to finance such facilities?

Mr. Reiersen: Yes, Mr. Chairman, prior to the White Paper, indicating that it was a pending policy of the Government of Canada to capitalize such stations, we were prepared to build a low-power station for Edmonton. In the interim our research has established that the original suggestion was not adequate to take care of our needs. So the plans, at present pigeonholed, are for a considerably better facility than was originally planned. Nevertheless, at the outset it had been the intention to provide the facility provincially. To keep this position clear, may I say the change in policy was after the presentation of the White Paper, which indicated the federal government's interest and the fact they would indeed be prepared to advocate to the House of Commons that this become the policy of the Government of Canada.

Mr. Basford: In the absence of the Secretary of State, who is to again appear before the Committee, may I say I do not think the Committee has really been presented with arguments to show why the federal government should provide these facilities, especially bearing in mind the size of the federal deficit and the fact that we just lost \$300 million.

Mr. Reiersen: I might say that perhaps all the provinces in Canada find themselves in a similar difficulty as far as the raising of necessary capital is concerned, so they would indeed welcome the provision of such facilities by the federal government. I can assure

you that this is perhaps why educational television experimentation on the part of other provinces may well be in limbo, pending the firming up of a federal policy.

Mr. Basford: Yes. But our sole responsibility in this matter might well be—or the wisest one—to simply licence educational authorities for educational television purposes and assume the responsibility of assuring that they are non-political.

Mr. Reiersen: There is one other matter that perhaps I should mention, Mr. Chairman, and that is the wide differentiation in types of equipment. I feel certain that should the federal government actually be developing facilities, that at the outset they would use large transmitters, and they may even use the same towers that are transmitting CBC signals today. Consequently, they may cover a far greater area than small associations would be able to, for example, within the limited territory of a small city or a metropolitan area. Therefore this becomes a factor in the cost of the equipment.

[Translation]

Mr. Béchard: Could I ask a supplementary question, Mr. Chairman. Mr. Minister, have there not been certain applications for financial assistance from certain provinces to the federal government in this field of educational TV?

[English]

Mr. Reiersen: Mr. Chairman, I am not completely aware of what requests have been made by other provinces.

[Translation]

Mr. Béchard: Were there not any from your province?

[English]

Mr. Reiersen: I wonder, Mr. Chairman, if the question of financial assistance arises out of our seeking assurance that the station we would build would meet federal specifications and, in fact, that at a time when there was a federal program of development of stations they would compensate us for the capital that was invested. This is the only direct application we have made in educational television, and it is in keeping with the suggested policy of the White Paper on broadcasting.

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The Chairman: Have you finished your questioning, Mr. Basford?

Mr. Basford: Yes, Mr. Chairman.

Mr. Brand: I have just a few questions. I thought the Alberta government was in a better financial position than we are federally. I wondered if you had offered to make any loans to the government to start educational television.

What I am concerned about, and nobody seems to have tackled, certainly not this Committee—for reasons which we will not go into we have not been present at the last few meetings...

Mr. Reid: Welcome back!

Mr. Sherman: We should say "welcome back" to you.

Mr. Brand: We are dealing with education, which, constitutionally, is a provincial problem. Do you honestly think the federal government has any right to tell you how and where you should put up television stations within the confines of your province, so long as they do not interfere with other provinces?

Mr. Reiersen: Mr. Chairman, the interesting reply to this question is that it has been so totally a prerogative of the federal government to hold hearings and to license, with a great deal of care, in the fields of radio and television that we were completely amenable to the idea that we make application after determining what we should do and that we are licensed should the federal authority be satisfied with the purposes to which we are going to put the station.

Your question about whether the federal government should be concerned at all could, I think, be answered, Mr. Chairman, by my saying that I believe they should perhaps be less concerned than they are.

Mr. Brand: My point is that I, personally, doubt very much whether the federal government has any right to be in this field. I just wonder what we are doing in this particular field, to be quite honest with you. I cannot see that it matters very much, so long as you are within the confines of your province. You have a responsible parliamentary government in the province. Why should we be concerned in deciding, or in making sure, that no political broadcasting is going on? The people in the provinces elect governments, as we do federally. I cannot see this at all. That is the reason for my asking the question.

Mr. Reiersen: We are completely in accord, Mr. Chairman, that the programming content,

the actual curriculum, the areas that we would classify as educational television should be the responsibility of the provincial organizations that would be undertaking educational television.

Mr. Chairman, it is our feeling that the federal government could lay down guidelines of a sufficiently broad concept on what would be classified as educational television that if there were flagrant breaches of them, then there would be reason for discussion.

The actual licensing of transmitting stations, the allocation of frequencies and the determination of the availability of channels must certainly be controlled, and there is no objection on our part. We are prepared to co-operate in every way. However, we are concerned, I must repeat, that the actual educational content be left as the responsibility of the province.

Mr. Brand: You say there must be control of the licensing of channels. Why? Your television is not a long-range broadcasting endeavour. It is short. You have a very limited radius in which you can broadcast. You can, I am sure, limit it within the borders of your province without too much difficulty. So long as a province does not interfere with national broadcasting why should the federal government have to decide how and where it puts up transmitters?

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Mr. Reiersen: I could certainly agree with what you are saying, but it has to be stated that the federal government has taken onto itself total responsibility in this area of communications and has given no indication up to this time that it is prepared to relinquish any part of it; and we are prepared to live within it.

Mr. Brand: Has there been any discussion on this between your province and the federal government?

Mr. Reiersen: No; there has been no discussion. As a matter of fact, to revert to the matter of being able to carry a signal from the American border to Calgary by microwave, we feel strongly that this, being an intraprovincial matter, should be subject to license by the federal government for the purposes of co-ordination, but we should not find its being denied because of any policy of the federal government. It is our feeling that this, perhaps, should be licensing upon

recommendation of the provincial government or one of its agencies.

Mr. Brand: Thank you very much.

Mr. Cantelon: Just one question, if I may. I gather that you feel there is some urgency in our reaching some conclusion and making our report so that you can go ahead with your plans. Is that right?

Mr. Reiersen: Yes, Mr. Chairman; and the urgency is because the various types of experimental projects we have established and the work we have carried out with the school boards and other agencies of Metropolitan Edmonton envisaged an on-air channel of television or by broadcast. There has been a complication in the licensing and construction as a result of the White Paper, and because of these delays that portion of our project is in suspense.

The other portions of our experimental projects are going forward, but so long as this one is left in abeyance the assessment of one project against the other is impossible.

Mr. Cantelon: Have you tried to make an arrangement with the federal government that would allow you to go ahead, irrespective of when this report goes in?

Mr. Reiersen: Mr. Chairman, I can only stress again that, with the wholehearted co-operation of the Secretary of State, we even endeavoured to secure moneys to carry out this advance experiment. However, members of the House of Commons found reason to question us very carefully and suggested that a supplementary estimate could not be issued where there was no original estimate.

Mr. Cantelon: I guess we make mistakes sometimes.

The Chairman: Mr. Cantelon will be familiar with that position.

Before going on to hear the other witnesses, may I say that we have received letters from the Alberta Teachers' Association and the Edmonton Chamber of Commerce, supporting the brief presented by the Department of Education for the Province of Alberta.

Copies of these letters have been distributed to all members. Perhaps these should be attached as appendices to today's proceedings. Is that agreed?

Some hon. Members: Agreed.

The Chairman: As there appear to be no further questions, thank you very much, sir. We now look forward to hearing from the other Albertans, the first of whom is Mr. L. A. Robertson, Executive Director of the Calgary and Region Educational Television Association, better known as CARET.

Mr. L. A. Robertson (Executive Director of the Calgary and Region Educational Television Association): Mr. Chairman, the Board of Directors of the Calgary and Region Educational Television Association wishes to thank you for this opportunity to speak to you regarding our brief.

With the prospect of going on-air as Canada's first 2500 megahertz production centre, we realize that the progress of CARET will be followed with interest. As you have heard, the Calgary project is one of several being supported by the provincial Department of Education. I wish again to make it clear that the department is not seeking to impose but rather to help to make possible a number of decentralized activities whose purpose it is to demonstrate what can happen to the learning environment when certain changes are introduced. These changes consist of introducing techniques, not only of team teaching but of researching, planning and producing television programs based on a careful analysis of objectives.

The average television commercial, frequently lasting but a few seconds, is the result of a searching and costly investigation of exact aims and of the appropriate means of achieving them. Our preoccupation with this effect-producing activity gives rise to the broad concept of educational television found on page 2 of our brief.

• 1150

The three-point definition offered by the Secretary of State places more emphasis on teaching and instruction rather than on the learning process itself. Part of the objective of educational television programming may concern itself with the systematic acquisition of knowledge, but there is a great deal of difference between knowing about a problem and doing something about it. There is little to be gained by eliciting a pattern of response which is intellectually active but socially passive.

Our responsibility as educators goes beyond the mere presentation of facts and should seek to arouse an awareness in the individual of the significance of his actions in respect of the knowledge that is available to him.

In other words, we should be less concerned with the "population explosion" or the "knowledge explosion" and more concerned with what I may call an "attitude explosion". The 1967 International Conference on Educational Television in Paris offered an alternative prime objective for educational television and I will quote it:

To use the capacity of television for 'teaching by interesting' as a way of moving from authoritarian and *ex cathedra* methods of teaching into a freer atmosphere and to stimulate an active interest in the environment.

To this end we are deeply committed to producing educational programs that present situations which consist of some process to be completed. For example, we are now involved in two series of programs which are not strictly related to the Alberta curriculum, and the Minister knows about this. One of these is a religious program which deals with moral values from the individual's point of view and which examines the whole question of freedom of choice.

The second series deals with the psychological, spiritual and sociological factors in the relationship between sexes. Can the results of such programs be ascertained by examination, supervision or checking? I suggest carefully not, because attitude changes that may occur will not evidence themselves overtly or, if they do, certainly will be very difficult to measure.

Are we, then, denying the need for evaluation? Of course not. We are simply stating that if we are really serious about placing the emphasis on learning rather than on teaching we should be concerned not only with "feedback" but equally with what Ivor Armstrong Richards refers to as "feedforward". In other words, we must not neglect the wealth of research material that is available to us as the result of more than 15 years of experience of educational television from countries such as the United States and Great Britain.

This is not to say there is no need for research in Canada. An analysis of nearly 350 recent research studies carried out in the

United States shows that whereas 75 per cent of them dealt with content of methodology, or the relationship between what they call conventional teaching in educational television only 2½ per cent were concerned with production variables—the “effect-producing” factor I mentioned earlier.

It has been stated by the Secretary of State that federal policies in the field of communications must not be allowed to impede, but should be directing provincial authorities to discharge their constitutional responsibilities in education. Yet, almost in the same breath, we understand the Hon. Judy LaMarsh is recommending as a matter of national policy that educational television facilities should be restricted to the UHF bands.

, 1155

If adopted such a policy would effectively stall the development of educational television in Canada for a further five years from the standpoint of sheer logistics and utilization alone. South of the border there are now more than 130 ETV stations, many with more than a decade of operational experience.

Here in Canada we have no independent ETV broadcast stations operational, and it would be difficult to find more than a dozen research studies of Canadian origin. Yes, we need to know more about the effects of television in education but we will not learn much unless we are given the freedom to try.

Why is CARET so concerned about the VHF-UHF controversy when we have already been granted a licence to operate a 2500 megahertz transmission system?

As you will note on page 2 of our brief, the needs of the educational institutions served by CARET are varied. How well our four-channel microwave system will serve the needs of the urban school systems we shall be in a better position to determine when we begin transmitting. It is already clear, however, that we cannot adequately serve our University's Division of Continuing Education, the Calgary School Board's Adult Education Department, the Southern Alberta Institute of Technology's Evening Division, Mount Royal Junior College, nor, far more significantly, the rural school divisions surrounding us unless we have access to a broadcast channel capable of reception on home receivers.

We believe that it is unrealistic to suppose the general public would be prepared to

entertain a wholesale modification of receivers to UHF capability and the Secretary of State has already admitted to this Committee that such a modification requirement is an obvious detriment to achieving widespread public viewing at an early date. If CARET is denied the capacity to meet the needs of all its member organizations, the whole concept of co-operative effort implicit in a regional educational television service falls in jeopardy. Mr. Pierre Juneau has told the Committee that if there is no co-operation between the provinces it is difficult to predict what the results will be, and as a further comment it will not be pleasant.

If we accept the premise that a country such as Canada is a conglomerate of community-sized pieces, the Alberta Pilot Projects may be considered as examples of the willingness of some segments of the population to sink their differences for the common good. We are prepared to be sufficiently honest with each other to share our own realities, to share not only our common needs but also to recognize the special claims of each segment of our educational community. We are trying to build a positive rather than a negative educational world.

Mr. Chairman, I am grateful for the opportunity to elaborate a little upon the philosophy inherent in our brief. I would like to draw the attention of the Committee to the recommendations submitted on page 3. I hope our contribution has been constructive and of value to the work of this Committee and I would like to thank you, gentlemen, for your kind attention.

The Chairman: Thank you, Mr. Robertson.

Is it agreed that this brief be printed as an appendix to today's Proceedings?

Some hon. Members: Agreed.

The Chairman: Are there questions for Mr. Robertson? Mr. Reid?

Mr. Reid: Thank you, Mr. Chairman. First I would like to ask Mr. Robertson a very general question. How do you see instructional television changing the whole educational process?

Mr. Robertson: By instructional television we agreed that we would mean television directed to programs structured for in-school...

Mr. Reid: That is right, with some form of examination to find out and feed back so that

there is communication between the producers of the programs, the teachers who are in the classroom and the students. In other words, the educational circuit.

Mr. Robertson: I think the first thing is that the most precious commodity our teachers have at the moment is time. Someone in a previous submission was asked a question about films, whether films really had been exploited as it was originally hoped they would be. My own experience as a teacher, I think, is typical. In schools in which I have taught, perhaps four films arrive on Tuesday in a school which has, perhaps, 25 classrooms. They must be out of the school on Thursday because they are going on to another set of schools. It is very difficult for a teacher to have the films that he or she want to show a class at the time that class is sitting in the subject which is being taught.

• 1200

Frequently what happens—this is not desirable, though I am afraid it is what happens as a matter of expediency—is that several classrooms are brought in together from various activities. They may be involved in physical education or mathematics or social studies and they are brought in to see a science film. There is no preparation, there is no follow up.

What we envisage as part of the need here is for opening up the classroom and letting the rest of the world in, bringing into the classroom material that the average classroom teacher cannot conveniently use. It may be film material. In fact, as you know we are expecting to operate four channels and one of these we have set aside as a film channel for the distribution of films which are going to be provided by the school systems and they are telling us when these films are required at peak periods.

Just before Christmas, for example, 60 requests were received for one print. There is one print of a particular film in the city. How easy it would have been for us to have aired this on our four-channel system five or six times in a given week so they could have selected the time they wanted to watch it. Then the teacher is, of course, not required to set up equipment, not required to go around to the other side of the school to another wing to find the projector only to discover that the lamp has blown or something like that.

What we are really doing is taking some of the preparation load off the teacher at their request. They say when they want the material, we offer it for them. This, of course, means to say that we are getting away from this inflexibility of television, the one channel concept. In schools, we have already agreed, it is really not practical.

Concerning high schools, there is an interesting research project that we have already carried out. We have fed into a computer the information that we have 15 high schools starting their periods of staggered times of different lengths and we have asked the computer to give us the answer to how long can we have when we do not actually hit a class change, and we find we are not going to fill up the whole of a period with television. We are likely going to have, perhaps, an eight-minute segment in the middle of a lesson which is carefully designed, with the teacher's co-operation, so that there is a lead-in, the use of the television portion of the lesson and then the activity that follows it.

This, I think, is the way in which television can be of use in instructional television, by bringing into the classroom resources which the classroom teacher, at the moment, cannot command.

Mr. Reid: Are extra copies of films and tapes so expensive that it would be impossible to produce them on a substantial basis so that each school could build up a library of films and tapes in the same way they build up libraries of books?

Mr. Robertson: It is not just the film itself; it is the equipment that is required to go with it. The average 16mm projector will cost something like \$700. School boards are already facing this "hold the line" in expensive equipment. What we are trying to do is to pool all of this expensive equipment—the hardware—and use the software—the teachers—to develop programs in areas of need, maybe on film, maybe originally produced, and then share them over the whole system at a saving in cost, not only with the school system itself but the universities, the technical institutes and the junior colleges.

Mr. Reid: Is it not possible then, to use this system we have here, operating out of a central console in a school to provide tape to a particular classroom for the eight minutes or so? In other words, your school would be its own transmitting system.

Mr. Robertson: Yes, but you have also heard that what you need in that event is an extra staff member who is a technical person both to record and translate or replay them. In Calgary we have something like 100 elementary schools, something like 50 junior high schools and something like 15 senior high schools. If you multiply the number of people—and people cost money as well as hardware—again you are coming, I think, to an unnecessary duplication of personnel and equipment. This can be shared from a central distribution point; central in the sense that it is a fairly tight cluster, an open centre.

Mr. Reid: Then I gather you do not see television coming over and forming the school in the image of television. In other words television, as you see it, will not be the focal point of our new school system.

• 1205

Mr. Robertson: No, I think the centre still is going to be the teacher and I think as soon as more and more teachers are involved—and we have been involving great numbers of them in the last three months in the preparation of programming—what is going to change, perhaps, is the teaching approach to education.

As I have mentioned, the emphasis is shifting away from the purely presentation of facts part of it to the learning process in which the learner can come and elicit the facts from whatever material is available and this, of course, is going to get us into the whole area with our centralized library systems of dial access retrieval and this kind of technical advance.

Mr. Reid: In other words, the whole educational system is moving from the position of learning facts by rote to the position of learning where the facts are and then assembling and utilizing them properly.

Mr. Robertson: I think that is true, yes.

Mr. Cantelon: You must be a university professor. We got away from rote learning 30 years ago except in the universities.

Mr. Reid: I think that is a fair criticism and nowhere in the matter of rote learning has it shown more than in the graduate study section of the universities of today. I do not think I had better go into that further; I get a little eloquent.

I would like to deal with the question of ETV stations and you mentioned that we did not have any such thing in Canada. I would like to read to you the definition of ETV in the Carnegie Report *Public Television a Program for Action*. Their definition on page three is:

The programs we conceive to be the essence of Public Television are in general not economic for commercial sponsorship, are not designed for the classroom, and are directed at audiences ranging from the tens of thousands to the occasional tens of millions. No such system now exists to serve us as model, and hence we have been obliged to develop a suitable new arrangement to bring this kind of television to the country. The Commission's proposal deals primarily with that new arrangement.

Is this the type of concept you had in mind when you were speaking of the programs that had been designed for CARET dealing with attitudes which you described?

Mr. Robertson: Yes, I think also implicit in the Report of the Carnegie Commission is this tendency towards decentralization, this tendency to think in terms of a regional approach to this.

Mr. Reid: Oh, yes; the United States bill setting up the public television authority insisted that it be not part of the network.

Mr. Robertson: I think this is what is confusing the issue because I do not think, with all due deference, a network is what we are looking for. If I may make an analogy, because one of the Committee members mentioned it just now, why should the federal government be involved in education in this sense?

If I could make the analogy with, for example, transportation—the Trans-Canada Highway—no one insisted at the outset that, for example, their should be developed to its maximum potential, that it should be, let us say, a four-lane highway right across Canada or an eight-lane highway. It was developed in co-operation with the provinces according to the local need.

It is a workable system of transportation and really all we are asking for is a workable system of transportation in the field of communications.

Mr. Reid: I believe generally we are quite impressed by the presentation that the Province of Alberta and its constituents have put forward today because it does deal with education on a regional local basis, but also we receive submissions such as that from the Province of Ontario which envisage a highly centralized form of educational TV with an educational television authority exercising a great deal of control over it in which the role of the regions, apparently, is to be much more limited than that described before us this morning.

Mr. Robertson: May I ask whether you think it is a bad thing? Do we need, for example, either equal or simultaneous development? Should it not be in accord with the need?

• 1210

Mr. Reid: That is a good question. You can go a little bit further, and you gave us a description of two programs which were outside the curriculum and which you felt were quite valuable.

In the good old days before television these programs could have been prepared in textbook form or in course outline and sent down to the various schools and taught to the students. In other words, there would be a series of filters before these matters got to the teacher. Now we have the producer, the teacher and the programmer communicating at least in a potential way, directly with the children and without the filters that could screen a great deal of this material. In other words, whatever you decide to do in television affects the student directly. We are not completely aware of the impact of the television medium and we are not too happy, for instance, about the possibilities—and this is certainly far out—of thought control or regimentation of students.

Mr. Robertson: But, sir, I think this overlooks the basic understanding we have of how these programs should be used. First of all, they are not restrictive. Second, they are only a part of the classroom presentation. The teacher is provided with a schedule which says, "Here is what is going out; if you want it we suggest, before you ever get to the television presentation, that you look at this summary of what we do on it so you will know where your part fits in. If you want to

make a preparation in this case, that is fine. Afterwards we suggest that you can develop it on such and such a line leading into enquiry on this aspect".

The reason these two programs were felt to have a fair degree of priority of need was simply because they were in areas of religion and sex education, in which there is a certain amount of doubt as to where the competency lies. Does it lie with the teaching body or is it perhaps not shared with the church, the medical body, the psychologists and the sociologists? What we have done is bring these people together and say to the teachers in the classrooms, "If you do not feel happy about presenting this particular topic, all right. Here are some opinions". Also, perhaps, there would be some students who are involved with the program, who raise their problems or make an inquiry program, with a group of their equals and ask questions.

It is not a total teaching package and I think whenever we have a fear of brainwashing we are all thinking in terms of "This is the end". Television is only part of the teaching process; the teacher is still at the centre.

Mr. Reid: Will he continue to be at the centre? We are speaking of something which is just in its evolutionary stages.

Mr. Robertson: You have heard about our program council, which is truly representative of all our members. You have heard about the evaluation committees which again are representative of the people we serve. We have not said very much about teacher panels. Instead of doing as META has done in Toronto, for example, where they have a specialist who is responsible for a particular group of either subject areas or grade levels, we have established fairly close links with all of the school systems. We have brought these people together in either subject areas or grades; we have identified teachers who want to be part of the structuring panel and, as I say, in approximately two months we have used about 50 teachers. Admittedly this is a fairly small percentage of the total population but you must remember we are beginning with a pilot group of 24 schools. When we expand to the city, when this time comes, then we shall have to find machinery to involve more and more teachers. We have the co-operation of our local teachers' association. They sit on the program council, the evalua-

on committee and these teacher panels, and they evaluate what we produce.

1215

Mr. Reid: I must say I have been very impressed with the approach taken by the regional television authorities as well as the Province of Alberta. It may well be when we come to make our report that we may insist that similar authorities, decentralized as much as possible, be established in other areas. Our difficulty in setting up a television authority at the federal level is to try somehow to make that policy flexible enough to fit into all the nooks and crannies of this country. We find that it is very easy to make decisions for the majority of cases, but we find the most difficulty in dealing with special exceptional cases in areas which also have rights.

Mr. Prittie: We will not have the power to insist.

Mr. Reid: I beg your pardon?

Mr. Prittie: We will not have the power to insist that the province shall set it up.

Mr. Reid: This again is one of the difficulties.

Mr. Prittie: I know.

Mr. Reid: If we are going to underwrite the hardware, then it seems to me there are certain safeguards we should insist upon. I do not believe we should insist of control or even veto power, but I believe we should insist on certain guidelines and assurances that all areas of a particular province are going to be covered. If education is becoming the birthright of everybody, and is important to social welfare, then it is important that all opportunities be equalized across the country.

Mr. Cantelon: I think you have an unjustified fear, Mr. Reid. I believe that any province which is trying to carry out its responsibilities will do these things. I do not believe we need worry about it at all.

The Chairman: Mr. Cantelon and Mr. Prittie, I am sure we will have ample opportunity to debate this but while the witnesses are present I think we should get as much information from them as possible. Are you finished, Mr. Reid?

Mr. Reid: Yes, Mr. Chairman.

The Chairman: Are there any other questions for Mr. Robertson?

Mr. Prittie: I have no questions, Mr. Chairman, but I would like to disagree with Mr. Robertson's answer to Mr. Reid about the use of films in schools. Mr. Cantelon and I are both former teachers and we realize the difficulties and we acknowledge the fact that films never have been used to the extent that had been hoped for at an earlier time.

I should like to congratulate the Calgary organization. I have seen their December 1967 progress report before, and it seems that the planning of this organization in Calgary has been excellent. It certainly looks very good. I have no questions, thank you.

The Chairman: May we then proceed to MEETA, the Metropolitan Edmonton Educational Television Association. Mr. T. D. Baker and Mr. Henry Mamet represent that association. They have with them Mr. G. A. Bartley as a consultant. Mr. Baker, are you going to speak for the association?

Mr. T. D. Baker (Chairman of the Board of Directors of MEETA, Acting Superintendent, Edmonton Public School Board): Yes, in my capacity as chairman of the association, Mr. Chairman. I am also the Acting Superintendent of Schools, Edmonton Public School Board. Professor Mamet is the Director of the Radio and Television Committee for the University of Alberta and Mr. Bartley is a consulting engineer.

We would like to speak to the brief; outline events leading up to our present position, which is presented particularly in the introduction to our brief; and in the appendix and refer to one or more Committee proceedings on other occasions.

We would say, Mr. Chairman, that this is a unique organization in which all public education authorities are working together for a common cause. No legislation existed to bring the Government of Alberta, that is, the Department of Education, into an association with bodies such as the University of Alberta and various school boards around Edmonton. On the advice of the Attorney General we were organized under the Companies Act of Alberta. Therefore, the Metropolitan Edmonton Educational Television Association is a company in which is represented the Department of Education, the Northern Alberta Institute of Technology, the University of Alberta, the public and separate schools of the city and the town of St. Albert, together with

the school divisions of Sturgeon and Stony Plain and the counties of Leduc and Strathcona, which include suburban and small urban areas. While we call it metropolitan, indeed our area stretches for a 50 or 60 mile radius around the city of Edmonton, and metropolitan Edmonton does not stretch quite that far yet.

• 1220

I would like to emphasize that MEETA is not a Department of Education organization nor is it under departmental control. The Department, of course, is represented and I hope it will continue to be. Mr. Morton in reply to questioning with regard to our program committee did not emphasize that there is community representation on the program council as well as educational group representation. If educational television grows, then we in Edmonton probably would see a similar organization in various regions throughout the province, such as CARET in Calgary. We expect, Mr. Chairman, that our organization would be represented on a provincial committee of some sort, an over-riding committee for the whole province, at some future date, but at the present time we are dealing entirely with the situation in Edmonton.

I would say that educational television is not new to Edmonton. If I may just quickly run through some of our history to bring it into the picture. In October of 1954 the first television station opened in Edmonton, CFRN-TV, and began telecasting. In the same year the University of Alberta Faculty of Education and the Edmonton Public School Board began experimental work with closed-circuit television for education which continued through to 1956. In 1957 and 1958 we had a joint committee with members from the Department of Education, the Faculty of Education, the Edmonton Public Board, the Edmonton Separate School Board and again CFRN-TV. In 1960 we held a two-day conference on television in education sponsored by the Department of Extension at the University of Alberta, which the Ford Foundation helped finance. We then thought that enough experimental work had been done in television in Edmonton and elsewhere to prove that this was a medium of instruction. In 1962 the two school boards, Mr. Harold MacNeil, the Superintendent of the Edmonton Separate School Board, and I got together to discuss whether or not we should experiment further

or whether we should drop the whole thing. A decision was made to not only proceed with experimental work because it had value for in-school instruction, but also to proceed to form some method of getting television into the schools.

We called together the superintendents of the surrounding area because it was our feeling that while we might do something for the city, it would not be enough unless we involved the outlying schools in the divisions and counties. I may say when the President of the University heard about this meeting he asked if he might be invited to the next meeting, and his great interest in our organization has continued since that time. At the same time we extended an invitation to the Department of Education, and it was at that point the Department became officially involved with MEETA.

In 1963, Mr. Chairman, MEETA was organized with a provisional board of directors. I emphasize that all public education authorities in the area were to determine whether or not ETV had a real value for schools.

We had a program called "Focus on Learning", which comprised 15 one-half hour lessons in art, music and social studies, areas which had not previously been covered in our experimental work. We thought we were going ahead. We had had the use of the private station, CFRN-TV, as well as the CBC station in Edmonton. However, the separate schools had been carrying an oral French program and they were told in 1963 that it would be difficult for them to continue the program in future years.

In 1964 MEETA brought Jack McBride of Lincoln, Nebraska, to Edmonton, a man who had a tremendous background in the study and operation of educational television, and we asked him to make a feasibility study of the Edmonton area. Of course, at the same time he did a little work in the Calgary area because we were interested in the provincial picture and in that year Calgary had formed CARET. We thought the situation in Calgary would be similar to that in Edmonton, and so we tried to draw the two together.

• 1225

In 1965 we presented our first brief to the Minister of Education which recommended that the Minister, the University and other public education authorities in the Edmonton area do three things; approve the formation of an educational television association with power to engage in television programming

and transmission, secure the passage of enabling legislation to permit the various educational authorities to become participating members of an educational television association and enter into arrangements to finance an educational television station for school, university and adult education purposes. Also in 1965 the private stations had reached their limit for educational television, and in 1966 both CFRN-TV and the CBC station in Edmonton refused to carry the oral French programs. Mr. MacNeil in a letter to me indicated:

This is a rather serious blow to us because our program, which is not in its fourth year of operation, involves some 7,300 students. If we fail to obtain any telecast time, we shall be forced to drop this project.

He had even tried to pay commercial rates to the station and they refused commercial rates for his program. Time just is not available on the private stations.

Early in 1966 we submitted a second brief to the Minister of Education detailing plans for educational television programming and for a broadcast facility which would be operated, as Mr. Reiersen has indicated to you, by Alberta Government Telephones. Broadcasting was to begin early in 1967; we had hoped to begin January 1, 1967.

On May 4, 1966, the Minister made a five-point proposal indicating that the Department of Education was prepared to do certain things with regard to educational television. The Department representatives have already indicated what those proposals were, relative to the pilot project for Edmonton. With the Minister's approval steps were taken to secure a licence. Alberta Government Telephones submitted an engineering design plan to the Department of Transport and this engineering design plan was given general approval. Certain changes were to be made but these were incorporated in the plans.

The AGT was prepared to co-operate for the period of the pilot project. I am quite sure, Mr. Chairman, that the AGT are still prepared to co-operate but, with the introduction of the White Paper, there has been a change of course.

The Board of Broadcast Governors at this time were sympathetic to MEETA and indications were that they would recommend Channel 11 for us. We went ahead in May and

June with the preparation of our submission in support of an application for a licence to broadcast and this went forward on August 2, 1966. However, as you know, in June of 1966 the White Paper was brought forward and on August 24 we received a letter from the Department of Transport which indicated:

... please be advised that we are not in a position to deal with your application until the policy decisions implied in the White Paper, with regard to the establishment of a new Federal organization, have been made.

That letter was signed by Mr. F. G. Nixon, Director of the Telecommunications and Electronics Branch.

There has been no action since, Mr. Chairman, but DOT has continued to approve any necessary engineering plans.

• 1230

For example, we have a letter of March 29, 1967, which states:

"...this Department is prepared to assign one microwave frequency to provide a link between Master Control and transmitter site. A second microwave from Master Control to any or all studios on a time or geographical sharing basis."

Another letter of April 12, 1967 states:

"Your Proposal for erection of antenna (revised) is acceptable—statements above do not convey authority to you to take preliminary steps to the establishment of a TV broadcasting station until approval by BBG, Governor in Council, Minister of Transport."

We have these things with us, Mr. Chairman.

I have noted Mr. Juneau's reference to MEETA in your proceedings at page 179 for Thursday, February 8. He said:

"MEETA"...has been in touch with the BBG and the Department of Transport quite some time ago in the hope of operating on channel 11 in Edmonton.

I may say we are very fortunate in having Mr. Juneau on the BBG. We can support wholeheartedly his statement to this Committee. I would like to say that we have been more than "in touch" with the BBG in this regard.

I have a telegram from Miss LaMarsh dated September 13, 1966, which reads:

Re proposed meeting in Ottawa am obliged to be absent abroad from September nineteenth to month end stop would urge you proceed with preliminary discussions with board broadcast governors which is now the federal agency responsible for co-ordinating all matters related educational television stop have asked Dr. Stewart presently in Winnipeg to contact you with that in view stop letter follows—Judy LaMarsh

The letter is dated the same date and it reads:

... Since I cannot be available in the immediate future, but more particularly because of the central role of the BBG in this matter, I feel it is most desirable that you proceed with discussions with Dr. Stewart and Mr. Juneau.

And another paragraph reads:

As a result of the vigorous initiatives taken by your association, Alberta is in the vanguard of educational television in Canada, and I assure you that the government is conscious of the urgency of having suitable facilities installed. To assist us in reaching sound decisions, we look to receive the advice of the Board of Broadcast Governors as soon as the investigations on which they are now engaged are completed.

This was dated September 13, 1966.

On December 2, 1966 we received the following letter:

The government has received a full report from the Board of Broadcast Governors of the informal discussions with your associates. We are aware of your intention to begin programming in the autumn of next year...

We had gone on from January 1 to September 1, you see. The letter continues:

We are aware of your intention to begin programming in the autumn of next year and we mean to insure that you will be able to do so.

Miss LaMarsh ends with the following thought:

I appreciate your patient understanding of the problem as it concerns us.

We have been very patient, Mr. Chairman, over a long period of time, and in writing to Miss LaMarsh on August 23 I asked her:

Would it be presumptuous of me to ask if organizations such as ours, requiring facilities to be provided by Alberta Government Telephones or to others, could expect that capital investments will be protected in the event the Federal Government takes over educational television in Canada?

This was following the White Paper, following our submission to the BBG informal brief and following the receipt of the letter from the Department of Transport to the effect nothing could be done until the White Paper was resolved.

Miss LaMarsh's reply of September 13, 1966, part of which I have referred to already, states:

Regarding the points raised in your letter of August 23rd, I might say a word in clarification of the government's position as outlined in the White Paper on Broadcasting. The section relating to educational television is an expression of broad policy and not an attempt to foresee solutions applicable in every provincial situation.

Mr. Chairman, I would now like to refer to a copy of the letter from Mr. Reiersen. He has already spoken of it but I would like to read it into the record if I may because I think it is important to his proposal and to this Committee's deliberations.

• 1235

I would like to read four paragraphs from a letter from Mr. Reiersen to Miss LaMarsh dated December 5, 1966:

For some months Alberta Government Telephones has been ready to build a transmission facility to broadcast television programs for the Metropolitan Edmonton Educational Television Association. In preparation for this, we have prepared technical specifications which were submitted to the Board of Broadcast Governors. No authorization to proceed has yet been received from Ottawa.

It goes on:

We are prepared to build facilities subject to certain commitments, and our engineers have everything ready to go up to the point of placing orders for materials and equipment.

And again it goes on:

We are prepared to build and operate a television transmission facility provided we can get a commitment that such a facility would be taken over by any Federal Agency established to build educational broadcasting facilities and that it would be taken over without loss to Alberta Government Telephones. We are prepared to co-operate fully with the Federal Authority to ensure that any equipment installed will meet Federal specifications and that any plan of development would tie in with projected Federal plans.

The question of a license to broadcast has been raised, and, so far as I know, has not yet been resolved. We are prepared again to co-operate with the Federal Authority either by accepting an interim or temporary permit or license to broadcast, or by broadcasting under a license held by a Federal Agency if such an arrangement is made.

Mr. Chairman, I would like to express some of our thinking about ETV-ITV. Mr. Shorter has indicated that ETV is more than ITV or straight instructional television. We are interested in what educational television can do, and here are some of the things that we want it to do.

We want it to bring valuable supplementary and reinforcement instructional resources to the classroom; help teachers who are often overburdened with large classes to give the best possible instruction to students. We do not mean to remove the teachers, as Mr. Reid has been thinking we are going to do, but help the teachers. You will never remove the teacher from the classroom. There has to be that interchange between minds, teacher to student and student to teacher. We want ETV to provide instruction in specialized subject areas such as elementary French, mathematics, science, or senior high school oral and other French programs which are undergoing radical changes in method or context or when fully-qualified teachers are not available; improve through reinforcing an enrichment program the structure and content of the school curriculum; aid generally in raising the level of opportunities for learning available to adults and children; develop a more adequate and comprehensive approach to adult education or evening course programs offered by the university, school board

or institutes of technology; provide in-service and professional education to teachers and other specialized groups and acquaint the public to a greater extent with the problems, functions and the programs of the educational institutions.

Professor Mamet will deal with some of these items, of course.

The CBC, Mr. Chairman, provides the public with a direct participation of current happenings of civic, educational and cultural importance and should aim at providing more adequate historical and other perspectives on local, regional, national and international affairs. Educational television is not cultural general information. It covers the dissemination of information, the exploration of ideas, the presentation of the performing arts, but not documentaries, movies, sports, musicals or news commentaries in the sense that they now appear on the CBC and private stations.

Programs must be structured so that learning may take place. Television in education is a teaching aid. It is a valuable one but one which must not extend into the general field of broadcasting. For example, we use Shakespeare. The CBC and private stations put on a play. If we want it in education it is for a purpose and there is preplanning. We know what is coming and there is follow-up work concerning what may be done with the play presented.

• 1240

We do use the Edmonton Symphony Society orchestra and its members in our schools. They are paid to come in and show the elementary schools what a symphony is; what it can do. Our purpose is to interest the elementary youngsters so that they will take part in our secondary school instrumental program.

Enjoyment? Yes. Development of a desire for good music? Yes, but primarily a learning situation. Now, instead of taking these each year into 60 or 70 of the more than 100 schools we have in Edmonton, how much easier it would be if we had a television facility to take them in at one time, and the whole orchestra, perhaps, not just a selection from it.

The foregoing, Mr. Chairman, indicates that we are in agreement with the Fowler definition of educational television. If educational television programs merely bring to the classroom what the average teacher can do for herself, then educational television is of

no value. It is expensive, there is expensive equipment but it has immediacy. It can bring things in when they are happening.

A grade 3 child, for example, had to have things explained to her at home because she had seen the opening of the Legislative Assembly on television. She was interested. She had heard things spoken about parliaments and our government in her home. This is important right down to the elementary primary level, Mr. Chairman.

Another point is that we can get right on top of experiments. For example, we can bring in expensive equipment which we cannot afford even in Edmonton to put into all our senior high schools. We could buy one item and use it on television broadcasts to schools. We can bring the camera right on top of the experiment so that everyone in a class in the elementary through secondary schools can see what is going on. I will not go on because undoubtedly you have been told of a lot of these things.

With regard to audience participation—and I am thinking of a question I believe was raised by Mr. Reid at another hearing—so far as we are concerned audience size will not be a judgment factor in determining the success of a station. We are not going to be sending out those sheets that are sent to homes by the private stations to see how many people are listening; we will know how many students are listening. We will be beaming to particular grades for particular purposes and at some times there may be only a few hundred children listening or observing; at other times many, many hundreds.

With regard to a licence to broadcast, we have two channels now available in Edmonton. To grant one for educational television will not prevent further commercial or general development. We will not be in conflict with commercial interests and quite some time ago the Edmonton Chamber of Commerce examined MEETA's plans, considered all the factors involved and informed the Board of Broadcast Governors that it supported our proposals and our application for a licence to broadcast.

Now, Mr. Chairman, what is our present position in MEETA? All procedures under existing legislation have been followed. We have taken every step required by any statute, any regulation, or any directive of the federal government ordered through the departments relative to the development of

an educational television facility for the production of programs and for their broadcast. We have followed carefully every step laid down. Existing legislation is clear. Our application is clear but we have been held up by proposed changes in federal legislation for fully 18 months if not longer.

• 1245

We have been reduced to purchasing videotape recording units such as those in this room. Ours are much cheaper than those that the Department has brought down from Alberta, but they are operating. We bought 15 and put two into Strathcona County, five into the Edmonton separate schools and eight into Edmonton public schools. We are preparing 36 programs at the elementary level and 34 at the secondary level and our purpose is to go ahead so that teachers will become familiar with the medium, because we are sure this is going to go and we are sure if we wait until a licence is granted we will have lost very, very much valuable time and we do ask, Mr. Chairman, for an open circuit because of the situation that we have already outlined.

With regard to our organization, the only thing that I will indicate is the question of a program council which includes representatives of the schools, the Alberta Teachers Association, the Department, and also representatives of the community, citizens at large who are appointed.

Of the programming for which they will be responsible, only about one-third will be school broadcasting; the rest will be adult vocational education, general adult education, up-grading professional education, credit courses for university and non-credit courses at university, culture, current citizenship, and so on in mostly out of school hours.

That, Mr. Chairman, covers the first section and the appendix. The second section deals with the philosophy and Mr. Robertson has spoken very, very ably to this.

Mr. Cantelon: Excuse me. I wonder, Mr. Chairman, whether the brief is going to take very much longer? Certainly there will be some questioning. Could we not break off at this point?

The Chairman: Yes. I think so far Mr. Baker has been reading more correspondence than brief. I do not know whether he has any more letters he would like to read or whether he is going to deal with the brief now.

Mr. Prittie: It is devastating correspondence.

Mr. Baker: We will deal with the brief, Mr. Chairman, and of course there are three of us to speak to the brief. This really dealt with Section I.

Mr. Cantelon: In view of that point, Mr. Chairman, since it is now twelve minutes to one o'clock I think this would be a good time for us to break off.

The Chairman: Well, I think perhaps it would if this presentation is going to take very much longer.

Mr. Cantelon: There certainly would be no time left for questioning. Surely you do not intend to go past one o'clock?

The Chairman: I would not suggest that; no, Mr. Cantelon.

Mr. Baker: Oh, I am sorry; I thought we might also have the afternoon.

The Chairman: The Committee is to meet at 3:30 this afternoon if you are able to come back then.

Mr. Baker: Yes, we can.

The Chairman: All right. The Committee will adjourn until 3:30 p.m.

AFTERNOON SITTING

• 1553

The Chairman: When we broke off at one o'clock, Mr. Baker was in the midst of his presentation. Would you like to resume, Mr. Baker?

Mr. T. D. Baker (Chairman of the Board of Directors of MEETA, Acting Superintendent, Edmonton Public School Board): Yes, Mr. Chairman, if I may, because there may have been some misapprehension or misunderstanding of some of the things I said. At the end of my presentation, which I had hoped to finish in one session, I was going to acknowledge Miss LaMarsh's courtesy, her interest in and her support of our proposals which we think are breaking new ground and which may provide a pattern for educational television in Canada. I think she has done everything possible for us, and indeed would have

had us on the air had an appropriation been approved by Parliament. But, as we know, this was refused.

I may say, Mr. Chairman, I am surprised there are no Edmonton members at this hearing; I know that Mr. Nugent is a member of this Committee, and he is absent this afternoon as he was this morning.

I would certainly say that Miss LaMarsh has supported us very much in our efforts toward educational television and she has sincerely tried to put us on the air. While I made a very very strong protest this morning about there being no licence under existing legislation, I was also protesting the fact that when it was possible to begin we were unable to do so because of the workings of the House. Mr. Chairman, I thank you for accepting this statement. I know you were not expecting it, but it is made sincerely.

• 1555

To go on then, Mr. Chairman, I would like to add to what is in the brief about the philosophy concerning educational television. The curricula demands and curricula changes in the last ten years are leading us to use different kinds of facilities; to use new learning materials, to use new instructional methods and to provide large instructional spaces in our classrooms. In Edmonton, for example, some of our new schools at the elementary level have large open areas, equal to six and eight classroom spaces, for the library and instructional material centre. We are using co-operative team teaching in order to individualize instruction and we have both small and large groups at work. We are trying to develop the idea that a child can be responsible in large measure for his own education.

With the addition of instructional material centres and libraries we use equipment of all sorts; art displays, art materials, models, charts for social studies, et cetera, slide projectors, moving picture projectors, film strips and overhead projectors, and we place television with these instructional media. We do not intend television to take over.

Dealing with the section on the special value of ETV, I would emphasize the fact that we can bring to the rural and small town high schools the services of specialist teachers with specialized equipment, such as I mentioned this morning. We are in touch with the community with respect to new programs and new techniques. There is in-service education,

which is very important because we find it very difficult to hold meetings of teachers for purposes of in-service education. We have a large program for the home-bound student and we could do much more if we had a television program for him. In Edmonton we are also faced with the problem of pre-school education today, call it kindergarten if you wish. If we have to move into this area it will mean an expenditure of some \$4 million or \$5 million. Television could service a pre-school program. Also there is enrichment through special programs of one sort or another.

Mr. Mamet will deal with Section IV, post-high school education. He will say what university and professional education means to him and what it might do for the adult education programs of the Edmonton Public School Board. We have over 2,500 students registered right now in evening programs. It averages 3,000 students in the fall and about 2,500 in the spring.

Perhaps questions rather than presentation are all that is necessary on Section V with regard to a VHF channel for television. But, of course, we have Mr. Bartley here to discuss it. I have indicated we were assured that a VHF channel could be available to MEETA, and that the BBG was prepared to recommend channel 11 for us.

Mr. Chairman, it was only after our application for a licence had been made that it became apparent UHF might be reserved for educational television. Even if it were only on a temporary basis until the federal legislation were passed, we urge that a licence be issued. It could be held by Mr. Juneau or the BBG or the CBC, or some body competent to hold a licence. If we were assured that any financial investment in a television broadcasting facility would be taken over by a new Crown corporation or other federal agency, then we could proceed to actual broadcasting. There is much to be done, and every month of delay means that available information relative to educational television in schools and colleges is lost. I submit if we had this information to present to you in statistical form it would be of value to this Committee or to whomever is going to steer the legislation through the House, but we do not have it.

• 1600

I submit, Mr. Chairman, that all we are asking for is less than the cost of a single elementary school, and we could do much with it.

Section VIII of the brief, Mr. Chairman, contains our recommendations and I would like to read them, if I may. There are six of them, and they read as follows:

1. Any legislation pertaining to educational television treat education as a continuing process.

2. Legislation regarding educational television establish priorities for the use of the most favourable technical channel allocations now available for use of educational broadcasters.

3. Educational television be given top priority in allocation of such channels.

4. Consideration be given to legislation requiring that all receivers manufactured be capable of receiving all channels.

5. A thorough technical study be made of channel availabilities across the country.

And finally,

6. In communities where applications have been made for an educational television station, such applications be expedited without further delay.

And, I would add, even though it is on a temporary basis.

Thank you very much, Mr. Chairman.

Mr. Mamet will now go on with post-secondary education.

Mr. Henry Mamet (Member of the Board of Directors of Meeta, Director of the Radio and Television Committee of the University of Alberta): It has been suggested by my colleagues that I begin by establishing my credentials because I speak from a frame of reference somewhat different from the other members of our delegation. The Committee might then accept what I have to offer in the context of my own background.

I begin, in all humility, by stating that I come from a background of some 35 years of experience in broadcasting, most of it devoted to public service. I have also taught for some 12 years in the university and teachers' colleges.

I was appointed—by two governors of different political parties, by the way—as Mass Media Chairman of the Illinois Commission on Children, and in that capacity I prepared workshops, and so on, to acquaint the general public with the efficacy of television and the function of television in the public interest. I was also invited by the President to help

draft the recommendations on mass media at the 1960 White House Conference on Children and Youth.

I was the general manager of one of the first educational television stations in the United States; and more recently was asked, by a third governor, to sit on a committee, the Illinois Telecommunications Committee, to make the recommendations for the use of television in the State.

Finally, I have been elected Vice-President of a newly formed organization, in which you may be interested later, called ETRAC, the Educational Television and Radio Association of Canada, which was formed to serve the professional needs and interests of people in educational broadcasting. We hope that eventually this organization will establish a close liaison with committees of this sort to provide information and resource material.

I think I have made it very apparent that I am an American and that I come from the American system of broadcasting. However, I hope that the Committee will not look upon me as an up-start American who is attempting to bring American ideas into this country. I am a landed immigrant. I have up-rooted my family and my three children and come to Canada out of choice. I hope to make this my home. I have a serious stake in the welfare of Canada and I hope that I can contribute to that welfare in some way.

Having said that, perhaps I ought to try to be helpful to this Committee. In attempting to find material that might be useful to you, I ran across a statement by Charles Siepmann who is a professor, and also Chairman of the Department of Communications in Education at New York University.

• 1605

As you probably know, the keystone to the Communications Act in the United States is that stations are licensed in the public interest, convenience and necessity. This is the only restriction made on broadcast stations in the United States.

There was quite a considerable amount of confusion because this is a very wide spectrum and it provides a great deal of latitude. An attempt was made at definition, and Charles Siepmann was the man who wrote what became referred to as the notorious bluebook. At any rate, his was the attempt to define for the Federal Communications Commission what is "broadcasting in the public interest". In the National Association of Edu-

cational Broadcaster's Journal he attempted to outline some definitions that would help us examine a national policy for broadcasting.

I understand that this Committee is interested in broadcasting in general. This is what Siepmann says:

A national policy implies a national consensus—something that all of us can agree to. Personal preferences are here beside the point. Such a policy can only be defined by analyzing (1) the distinctive potentialities of the television medium. And (2) the compelling needs of our society—meaning needs shared by us all, as individuals and as citizens.

These are the two criteria he lays down for a national policy:

Television is distinctive in its universal reach. No other medium can transport us all simultaneously to the scene of action anywhere on earth. The universal reach creates a corresponding dependence. This is why we all turn to television in times of common need as we did during the four days that shook the world last November. Television is distinctive also as a new language, a new art-in-the-making with extraordinary power to quicken the senses and focus the mind on reality.

This, then, is what he determines as the distinctive potentialities of the television medium.

On the second criterion, the needs, he says:

Consideration of our needs has this advantage: Tastes differ, and any policy that seeks fairly to reconcile the myriad conflicting tastes and interests of a nation is foredoomed to failure. Needs stem from our common humanity—from the chance that nature offers each of us to become a human being, transcending the beast that lurks in each of us. This, I suggest, involves the endless refinement and exercise of our distinctively human, supra-bestial faculties. Broadly defined, these needs would seem to be as follows: (1) The need for relaxation. Laughter, amusement, even idle frivolity are legitimate needs because these are psychological necessities. They have always been so.

I would assume that our private sector handles these needs very well:

(2) The need for expansion of our horizons of knowledge and awareness—of people, their condition and their interac-

tion with one another, their arts and their inventions—the all-embracing world of knowledge in a contemporary sense. (As it equips us to vote responsibly such service meets our civic as well as our individual needs.)

(3) The need not only for knowledge but for experience in depth, comprising all that invites our understanding of what lies below the surface of events and of all meaning, including the meaning of life itself. This, pre-eminently, is the realm of the artist, the philosopher, the divine.

(4) Practical needs is our day-to-day living. There exists a storehouse of knowledge and experience here which, if made the property of all, would transform the happiness and health of millions.

• 1610

This, then, is what he envisages as a national policy for broadcasting. How does that apply to educational television and, specifically, to the university? What is the responsibility of a university and why should it be interested in broadcasting? Then I found a quotation by Fred Harrington, President of the University of Wisconsin, which I felt might be of interest to you. He talks about the need of serving the community. It is true that down through the ages the university has always served the community. He speaks of public service in a different sense: extending the boundaries of the campus into every home, a dramatic increase in professional and liberal continuing education for adults on and off the campus to make life-long learning a reality, an involvement of the university in the problems of the community, a partnership of the university with business, labour and government in local and regional planning and tackling poverty, disease and prejudice, acceptance by the university of its responsibility to raise the level of performance and expectation in the fine arts, in literature and leisure time activities, and a permanent commitment of the university to extend its outreach overseas. This then is the function of the university. The university wants to break down this wall, reach out into the community and do the best possible job it can, and the demands on us are constant. We are doing this. We have a very active Department of Extension. We are probably a pioneer in extension work on the North American continent, if not in the world. We send instructors out to isolated and remote communities to present adult education courses.

As you know, I do not have to go into demography the burgeoning population and the burgeoning demands, the shortage of qualified people to fill these demands and so on. How then can we best serve these people who want this service? Is it possible for us to find dozens of qualified professors to go out into the field and set up adult education centres and teach these people off the campus, or would it not be simpler to have a television facility where we would need only one professor to reach classes in all of these communities? I suppose it is a matter of dollars and cents and also the human factor.

On page 8 of our brief we talk about "formal adult education." This is only one type of education but I would like to give you an example from personal experience what this formal education can do in terms of adult education. Reference has been made to the Chicago TV College, which has been a most successful project. In Chicago there was a shortage of teachers and so they decided they would accept anyone with a bachelor's degree and permit these people to teach, with the proviso that they would complete the requirements for certification within two years. They then presented the courses that were necessary for the teachers' certificate on television. This meant that housewives who had children in school, whose hours would then conform, could then teach, and in the late evening hours they could take these courses and qualify for certification. The trained hundreds of teachers that way and helped solve that teacher shortage. I can attest to the efficacy of the system because my own wife went through that process and got her first teacher's certificate by television.

I have here a catalogue of recorded television courses from the Great Plains National Instructional Television Library. This library has been set up in Lincoln, Nebraska with tapes available for distribution of a variety of television courses at the college level. This catalogue includes elementary, secondary and college courses. Just to give you an idea of the kind of courses that have been offered by television and are available on videotape for distribution—I am not suggesting that we have to turn to this library because I think we can prepare our own courses—I will mention a few: Gregg shorthand, business law, marketing, data processing, the American Public School, educational psychology, overview of human relations problems, measurement and evaluation, philosophy of education, fundamentals of

music, art, Spanish, the Far East and the modern world, history of American civilization, history of the American people and so on, humanities, fundamentals of speech, and English composition. The list is endless. These are the kind of things we could be offering to the general public.

• 1615

Mr. Reiersen: Mr. Chairman, may I interrupt Mr. Mamet just for a moment. It is necessary for Mr. Shorter and myself to leave. I would like to express on behalf of myself and the Department of Education, and I know on behalf as well of the associations that are here, our thanks for the kindness and courtesy that have been afforded us, particularly the interest and keenness with which you have questioned our presentation. It has been a very fine experience for us to appear before your Committee. We are indeed pleased and want to thank you very kindly for your excellent hearing.

The Chairman: Thank you very much, sir, for coming.

I think we can all agree with the Secretary of State when she says that Alberta is in the vanguard of ETV.

Mr. Reiersen: Thank you very much.

Mr. Mamet: In terms of how effective this medium is, I recall 15 years ago, when I was managing the Denver educational television station, writing an article for a professional publication in which I pointed out that WOITV, which is a station operated by the Iowa State University, offered a course in German by television and they taught more people German by television than had been taught in the entire history of the German department which was somewhat more than 24 years. Similarly they offered a sewing course and this course reached more people than all the members of the extension department would have been able to reach covering the State in two years. This is what we mean by a tool to reach out beyond the campus. We have letters for example from the Alberta Teachers' Association asking us to teach college credit courses by television. Teachers are probably the most prime object of college courses by television because they want to upgrade themselves, and of course their salary is tied to the amount of education they have. So there is strong motivation there. What can we tell them? We tell them to wait and be patient.

A professor in the Department of Physiology, who happens to be a pioneer in the use of closed-circuit television, having started closed-circuit television on the campus, approached me the other day, told me that he was going to have his sabbatical year next year and that he would like to spend that year developing a television course in physiology which could be used by various departments, animal as well as human physiology. He also said that he thought this course would be valuable not only for Alberta but elsewhere if it could be distributed nationally. I had to tell him that although I thought it was a wonderful idea and that I would certainly support him in it I did not know at the present time what the market would be for it because we do not have a television facility for it.

In our brief we refer to "General Adult Education" and I would point out that educational television can serve the many separate audiences that constitute in our aggregate our Canadian society. Now while we agree in part with the definition of educational television that has been submitted in the draft resolution, we would point out that we feel it is quite restrictive. I would like to give you two examples of the kind of thing that we think might be useful to our community that would not be permissible under this kind of a definition.

• 1620

Last September, before this matter was referred to the House Committee, we sent a brief to the Board of Broadcast Governors pointing out why we needed an educational television station to fill the needs of the University of Alberta, and one of the types of programs that I indicated was based on a project that was conducted by the Edmonton *Journal* in co-operation with the Edmonton bar association. This was a forum which answered questions or attempted to provide some information about legal problems and it was held in our Jubilee Auditorium which seats some 2,700. Six weeks before the program all the tickets were gone and people just could not buy a ticket for love or money. At the conclusion of this two-hour program there were hundreds of questions left unanswered. Given a television facility we could have broadcast that whole thing so that thousands of people could have heard it and it could have been a continuing thing. It could have gone on and on. This is something that could not have been tested or rewarded by

credit or anything of this sort but it would have been a tremendous service to the community.

Similarly, many years ago the City of Houston, which had the first educational television station in the United States, broke all precedent when they broadcast the first city council meeting on television—the entire proceedings of the city council, which were of a rather controversial nature—and the entire public was able to see their city government in action. We feel that this is a civic service to the community.

The other area that I think is of tremendous importance to us is in continuing professional education. Here again I do not have to belabour the statistics but we all know that there are some 600 new book titles coming out every day and a hundred thousand journals and magazines printed regularly. They say that by 1980 the amount of additional information we will collect will equal in volume all the data produced in the previous 2000 years and that if a professional man were to spend 24 hours a day reading he still would not cover half the information in his field.

This knowledge explosion is tremendous and all of our faculties recognize it and they feel that there is a need to keep their graduates posted, in medical education particularly. And we have tried to answer this by our department of continuing medical education with seminars out in the field. We send people out to various communities and we have study groups and so on. Interestingly enough, now they will not permit the young residents to sit in on the same meetings with the older doctors because they feel this inhibits the older doctors from asking questions. The young residents know so much more. With a television facility we can reach out and provide these men who are out in the field with this information.

We have tried to fill the gap, and while I recognize that we are concerned here largely with educational television, as the Chairman so aptly put it, it is unfortunate that we are not discussing radio as well because I think that radio has a tremendous potential in this area. We are very fortunate in that we do get all the time that we desire from CKUA and we are carrying on a program of continuing medical education on radio and we are preparing special programs for doctors on radio, but we have lost the visual impact. We have tried to fill that gap by having some printed

material that goes out along with each lecture; the doctor can look at this printed material and the lecturer can refer to the printed material, but again we have lost the factor of motion. You saw in the videotape this morning that motion can play a very important role. So in medicine particularly they need this facility to reach the doctors.

We have had similar needs expressed by our faculty of engineering and by our faculty of agriculture. And here the faculty of agriculture in Alberta can play a very important role, not only in conveying information to the county agents and so on but even to the general public. For instance, with regard to our national product, how many man-hours does it take to produce a certain product? And this problem of the population explosion is not a problem in isolation. It is also related to the productivity of a country and to how many man-hours it takes to produce this in this country as compared to how many man-hours in the underdeveloped countries and so on.

• 1625

We can really do a job of information, given this television facility. I have mentioned medicine, I have mentioned education, agriculture, engineering and so on. And finally, the local educational television station can provide an opportunity for the development of local talent, local creative talent: the writers, the producers the directors and so on; a training ground for local talent, and an opportunity for self-expression.

This is why we are thinking in terms of local service rather than of a national service. I mentioned ETRAC earlier. I think that through the development of associations, exchange programs can be developed and ultimately, where desirable, the national service can be developed.

In conclusion, gentlemen, I would like to ask that one additional recommendation be added to our list, and that is that each community be treated as an entity in itself and that the problems of that community be treated as an entity. Do not try to link Edmonton with Toronto or Montreal. There is no need to impose upon us the same kind of restrictions that might be imposed upon another community.

One important factor that I have omitted is this VHF—UHF factor, which the next speaker will go into in more detail; but we have tried to find out, for example, how many

UHF receivers there are in Edmonton, in the hope that we might get some optimistic information and that the UHF station might serve at the present time. But last year we were told there were twelve, and we would guess that there might be a hundred UHF receivers in Edmonton. So that a UHF station now would not do us any good for at least five years.

Meanwhile we have an organization that is crumbling and is going to go down the drain. MEETA is on shaky grounds now because we do not know what the future will hold. Sure, the schools can go along with their videotape recorders and so on, but how does the university fit into this picture? What will be the university's role in MEETA in the future? Unless we can get some early action, this wonderful dream is just going to go down the drain. There was a question about urgency. This is an urgent matter. It requires immediate attention. You have got to save this project which I think, as has been pointed out, can be a model for the country. We do hope it will get your earnest consideration. Thank you very much.

The Chairman: Mr. Bartley.

Mr. G. A. Bartley (Consulting Engineer): Mr. Chairman and Committee Members, I really do not have too much left to say, but as a consulting engineer I am in a position to know how difficult it is for this country, and for the United States in particular, to allocate channels for television and radio. I know it is a problem, so obviously I am not going to recommend to my clients that we quarrel with this VHF/UHF problem. Eventually we know it has got to come. It already has begun in places like Ontario.

The point I wanted to make is that, as Mr. Hamet pointed out, if legislation were passed that it was in the United States for UHF to be used in all provinces—and we are suggesting it not be used temporarily in Alberta—it could take a period of time to get this rough. Then you have to get the people to make the position that they want to have a \$25 to \$30 device which will allow them to convert their existing sets or buy a new set that a manufacturer has been made to put it in.

1630

This still does not solve the problem as probably in your investigations you will find out. Through the FCC in the United States, it boiled down to the fact that there still was

not a law that said they also had to go out and buy an antenna that would pick up the UHF stations. Right now they can get by in most cases with an ordinary antenna, a rabbit ear, on their set. To get colour they should have some outside antenna. To get UHF they need another antenna. It is just too much for people. They do not do it. There are many statistics on this subject but I just wanted to point out that this information these gentlemen have been mentioning, of up to five years, would represent at least that long before you would have an audience in Edmonton that would be motivated by methods already used to view UHF. They have greater incentive in the United States because in areas where they do watch UHF, they are watching first-run movies. There is a special attraction other than an educational device which we are talking about hoping to move into a market that is already there.

All these figures that have been drawn up and worked out are based on moving into a market like Edmonton as part of their experimentation in a known market, and then not to move in on something like UHF; it takes five years to find out there never was anybody there anyway.

That really is the point I wanted to make. That, and the fact that investigations are now going on by the technical advisory committee in Canada which comprises the CBC, the Department of Transport and consultants, and so on to find ways by which we can make more adequate use of our existing VHF channels. There is a possibility in Alberta now, for example, of reallocating channels in such a way that we could obtain up to 14 prospective channels that the Alberta government are considering eventually in a system of education. They are only talking about one now on a pilot project. There is room in Alberta for as many as 14, in addition to any foreseeable expansion in the way of ordinary broadcasting.

I will just mention that UHF, for example, is another unknown of which perhaps you are not yet aware, but at this moment they are still making a computer study of an allocation plan for Canada. Again I am saying that time is not on the side of these people in MEETA if they have to wait for anything but what already they have applied for, and they do have an application now for channel 11 that has not been rejected by the government. That is all I have to say.

The Chairman: You have not mentioned any application for a 2500 megahertz licence. Has there been any such application?

Mr. Bartley: The reason I did not mention that is because these are a set of regulations not covered by the Broadcasting Act. They can apply directly to the Department of Transport.

The Chairman: I was curious to know why you had not applied.

Mr. Bartley: They already have licences for them.

The Chairman: MEETA has?

Mr. Bartley: Yes, sir. Well, the CARET group in Calgary...

The Chairman: I am sorry. I understand that CARET has one. I am curious to know why MEETA did not have one.

Mr. Baker: MEETA does not have one because our initial plan took us into the community as well as into the school. If we were interested only in school broadcasting we could do it either by closed circuit television in individual schools or by cablevision if we could get the City of Edmonton Telephone System interested. They called us in to find what our interest is, and if the Edmonton Telephone System does move to cablevision for a private company they will save some channels within the cable for schools.

With regard to 2500 megahertz, this is perhaps what we would move into if we are lost so far as broadcast television is concerned, but this will serve only the City of Edmonton. It will not carry over to Samburg, it will not carry out to Stony Plain, it will not go to St. Albert, and so on. And also, it will not go into the homes; it will be schools only.

The Chairman: Would there not be the same advantages to Edmonton in obtaining such a licence as there have been to Calgary?

• 1635

Mr. Baker: We have moved in the direction of seeking broadcast television for Edmonton as one method of broadcast; Calgary is using the 2500 megahertz as another method of broadcast. Mountain View is using the microwave method and up at the landing—Athabasca—they are using closed circuit within one school. In other words, different methods are being used. We are evaluating different methods of transmission of a telecast signal, and this will all be brought to-

gether finally, I suppose, before the Minister's advisory committee and then recommendations will be made at a future date concerning what should be done throughout Alberta.

Actually, gentlemen, I think we can look forward to seeing in the future 10 broadcast channels in Alberta—possibly a high power station in Edmonton and low power stations in Calgary, Medicine Hat, Lethbridge, St. Paul and Grande Prairie—10 of them scattered throughout the provinces reaching 80 or 85 per cent of the people in Alberta. At the present time, of course, we are starting with MEETA in this open broadcast system.

The Chairman: There is no obstacle in the way of your obtaining a 2500 megahertz?

Mr. Baker: None.

The Chairman: Have you something to add, Mr. Bartley?

Mr. Bartley: I might just add for your information that any educational body in any area in Canada can apply for one of these.

The Chairman: Yes. One of the curious things to me is that they have not except, I think in Calgary, and, as someone has mentioned, in London, Ontario. It seems to me this is a great field for the development of educational broadcasting that has been neglected by a lot of educational authorities.

Mr. Baker: Except, Mr. Chairman, that that would bring it down from the term "educational broadcasting" to "school broadcasting".

The Chairman: I appreciate that, sir, but the fact is that many people seem to be frustrated because they have not been able to do school and university broadcasting, and yet apparently these licences have been available to them.

Mr. Mamei: I would like to point out, for example, that the 2500 megahertz system would not serve the university at all except to distribute a signal around our university campus. What we are concerned about is reaching into the home.

The Chairman: I understand that, but apparently it has been of value in Calgary.

Mr. Baker: Mr. Morton is still here. I do not know whether he would like to pick this up since CARET is not present, but the CARET system in Calgary will service only the schools and, at the present time, not the

whole of the City of Calgary either; it will service a selected number of schools to start with.

The Chairman: I gather they must have considered it worthwhile or they would not have gone into it.

Mr. Baker: Oh, yes, but only as one of the pilot projects in Alberta, and one on which data will be secured different from that secured in Edmonton, Athabasca or the other areas.

The Chairman: But you are not able to secure any data until you get on the air with some kind of system.

Mr. Baker: That is correct. At the present time we have three schools that are wired for closed circuit television. One of our schools has the first performing arts program in Canada which now is being picked up in Toronto and I believe they have one for an entire school in performing arts. The performing arts area in one of our vocational schools uses a television studio as one of its major centres. The school can put on various lessons at six or eight different places within the school and then broadcast them into different classes for different purposes. But this is closed circuit television, and it is within one school only.

Mr. Bartley: May I say just one more thing, Mr. Chairman?

The Chairman: Yes.

Mr. Bartley: Concerning 2500 megahertz equipment, it is licensed without going before the Board of Broadcast Governors, because it is not available to the public. They cannot intercept it and receive it.

1640

The Chairman: I appreciate that. Mr. Mamet, do you wish to comment?

Mr. Mamet: I did want to point out that the location of a broadcast station to Edmonton would not obviate the necessity for the 2500 megahertz in addition as a distribution system within the schools. It is very likely that the school systems within Edmonton might want to supplement the broadcast service with the 2500 megahertz to provide for the channel capacity.

The Chairman: I just wondered why it might not be possible for you to go ahead with that part of your system if eventually you are going to try to have such an integrated system with different means of delivery.

Mr. Baker: I will ask Mr. Bartley whether the equipment we would buy for a 2500 megahertz would be completely compatible and completely useable if we went into open broadcast? My understanding is that it would not.

The Chairman: If, as Mr. Mamet says, you would plan to have both anyway it might be worthwhile to get started with the one that is available.

Mr. Mamet: Leaving us out, then.

The Chairman: No; I say if you cannot do anything but the 2500 megahertz for the time being, is it not better to do that than nothing?

Mr. Baker: But, Mr. Chairman, at the risk of repeating something I said this morning, under existing legislation, under existing regulations, under the existing directives from the various departments involved in transmission of television signals, we have followed every single step correctly.

The Chairman: Except to apply for a licence in the 2500 megahertz band.

Mr. Baker: No, sir; we have applied for a licence to broadcast in the ETV band and there is nothing in legislation at the present time that prevents this licence from being granted.

The Chairman: I am not arguing with you on that point; I am simply asking whether or not you have taken advantage of the opportunity to apply for a licence in the 2500 megahertz band. I gather the answer is no.

Mr. Baker: The answer is, no.

Mr. Mamet: Mr. Chairman, may I suggest to you that we are talking about MEETA now, Metropolitan Edmonton Educational Television Association, which is a body that consists of several school boards and the university and the Department and so on. Now, it is quite conceivable that should we break asunder, and we feel we have achieved a great accomplishment in coming together, the Edmonton Public School Board would apply for a 2500 megahertz system.

Similarly, the Separate School Board might apply for a 2500 megahertz system but then this would mean that each school system would have to have its own system because the power is such that it would not carry

from one area to another. It would mean that the university would drop out of the project completely and probably this also would not serve the function of the Department. So this would, in effect, destroy the function of MEETA.

The Chairman: MEETA is very similar in structure to CARET, is it not?

Mr. Baker: It is the other way around; CARET is similar in structure to MEETA.

The Chairman: CARET has a 2500 megahertz licence.

Mr. Baker: But CARET, under the pilot projects, has moved into something different. I may say that CARET started out to have a cable system and they dropped that and went into the 2500 megahertz. If it were possible for Mr. Morton to respond to this, Mr. Chairman, I think he is the one person who has the total information relative to CARET and its operation at the present time.

The Chairman: I am interested in exploring this aspect of your potential development. If Mr. Morton would like to comment I should be grateful.

• 1645

Mr. R. A. Morton (Associate Director of Curriculum, Educational Media): Mr. Chairman, the situation at present is that we are proceeding with pilot studies that are to last a given period of time. There is no point in planning and carrying through pilot studies if every single project is the same as another. You have to differentiate between them. You have to set up bases of comparison and, as Mr. Baker has pointed out, one of the projects was to find out what could be done with broadcast television for schools and going into the adult community, doing some of the extension work which has been outlined by Mr. Mamet and also comparing the way Calgary's operations went with Edmonton's so that at the end of a two year period we would have information upon which decisions could be based later on. I submit that if all the school systems at this particular stage went to 2500 megacycle, as you suggest, we would not have that basis of comparison.

The Chairman: I am not suggesting it. I am simply asking whether or not you have tried to get it for Edmonton.

Mr. Morton: No, because we are still operating within the framework of the pilot stud-

ies and this may have to change, but right now we would like to proceed as these projects have been planned.

Mr. Prittie: Well, the difference between the Calgary and Edmonton experiments is that the Edmonton experiment envisages university and adult education programs, whereas in Calgary at the moment the 2500 megahertz is simply for in-school broadcasting. Is that correct?

Mr. Morton: Yes. Some use will be made of the Calgary facility by the university but it will be limited. This will also give us some basis for comparison of how they might conceivably use this facility.

Mr. Prittie: Mr. Chairman, may I say first of all that I have never seen a case so well documented and I am rendered almost speechless by the way the preparation has been done. If the legislation concerning educational television were passed by May or June and you were then able to get a VHF channel in Edmonton, how long do you estimate it would take you to get on the air?

Mr. Baker: If the assurance of the Minister is correct that tenders are ready to call, we should be on the air by January or February of 1969.

Mr. Prittie: There is a seven-month interval, or thereabouts.

Mr. Baker: Yes, because tenders have to be called; the equipment has to be brought in; a tower has to be erected and all the equipment in the master control panel has to be put together. But so far as studios are concerned we are moving now; we are producing programs and putting them on tape. The programs are ready and would be ready to go. Transmission facilities are what we lack.

Mr. Prittie: That is all I have to ask, Mr. Chairman.

The Chairman: Mr. Johnston?

Mr. Johnston: Thank you, Mr. Chairman. I found the presentation extremely interesting. There are one or two things that bothered me a bit such as the great insistence on an open television, a public broadcast, particularly when one moves into fields of professional activity. Have your studies in Chicago, Illinois in the United States, and so on, given you any idea of the possibility of unfavourable side effects, for example, from an open broadcast of medical problems to update and

upgrade older doctors if this goes out on open television? Are there not some problems involved in the possibility of misinformation, training impostors and so on?

Mr. Mamet: I am glad you asked that question because considerable research has been and is being done in many areas of the United States. The Eastern Seaboard is connected by a medical network and they are doing this in some places on open circuit, in others with a scramble system. Throughout Ohio and several other states this is also being done and we invited the director of the medical network at Albany Medical College to visit with us on our campus. He discussed this with the doctors who expressed the same concern, and his report was that after some 14 years of experience they have not had one problem with open-circuit broadcast of medical information. They are very sensitive to these things. Originally, they did not go into morbidity rates and things of this sort, and he programs are prepared very carefully so they could not be misleading to a general audience.

1650

Mr. Johnston: Now I have a related question. You spoke of teachers and a rather close personal experience in upgrading qualifications through open television. I should think he same could apply to the medical profession, that there would be a direct financial gain to the individual through watching the open television program. Do you envisage therefore a direct form of collection from the individual who stands to gain through what obviously will be a public facility paid for by general revenues?

Mr. Mamet: I think the same principle would apply here that applies to all of the university courses. There is a tuition fee charged for college courses, and in all the cases with which I am familiar college courses—taken for credit involve a free payment. In respect of the college course,—the information by itself will not stand alone; in every case there is always supplementary material sent to the registrant. It is true that individuals can watch the television programs but they only get a portion of the benefit, and if we are educating the general public then I think that there is some benefit to the country in that respect even if a little bit of this rubs off on a general audience. However, from a standpoint of those enrolled in the courses, they do pay a tuition fee, they receive supplementary materials and are required to satisfy

the requirements for accreditation of the course. There are examinations given and there is access to a professor either by correspondence, by telephone or by some other method which varies from community to community. Again we are not suggesting that television replace the professor but that this is a service which can make the professor's services available to more people.

Mr. Chairman: Mr. Sherman, you are next.

Mr. Sherman: Mr. Chairman, I would like to ask Mr. Mamet whether there is not sufficient data available now from the application of the ETV project in the United States and other parts of the world to render this pilot project aspect of the exercise somewhat academic. I gathered from what Mr. Morton suggested, in reply to a question by the Chairman, that essentially the reason things are being tried in Edmonton that are different from those being tried in Calgary is to have a standard of comparison, a gauge and a criterion. I am just wondering, sir, with your obvious wealth of background and experience in the United States which has pioneered this field to a certain extent, whether this kind of thing in Alberta might not be pretty academic. Surely there have been similar exercises tried in the United States and there must have been some conclusions drawn from those exercises.

Mr. Mamet: Well, reference is made to the great quantity of research that has been done and Wilbur Schram of the Institute of Communications Research at Stanford University tabulated and reported on some 350 studies or more. I have here for example a bibliography of research published by the National Association of Educational Broadcasters which generally points to the effectiveness of television as a teaching tool. I am not sure that I can answer your question directly because situations vary from community to community. I am not sure that the educational system in Canada and the Canadian character, if you wish, is completely the same as that in the United States. I have not been here long enough—I came in July—to answer that. I would suggest that you may be correct, that the success of the ventures in the United States would point to an optimistic conclusion in this country, and in Edmonton. But MEETA itself is not an experiment. The participants of MEETA, with the exception of the Department of Education, are looking to MEETA as a broadcast facility. We do not see this as an experiment, and at this stage of the

game perhaps I might point out that the Department of Education is only one party to MEETA, and we would hope that we could continue with or without the Department of Education.

• 1655

The Chairman: Mr. Baker wanted to add something.

Mr. Baker: Mr. Mamet made the point. We are not looking to program experimentation. We think television is here, we want to use television, we are satisfied that it is a good teaching tool whether it be at the school level, the adult level or the university level, and whether it be secondary or post-secondary.

Mr. Sherman: Although my home is in Winnipeg now and I represent a Winnipeg constituency I grew up in Calgary, and I have never known Calgary and Edmonton to agree on anything except that Alberta is a wonderful province in which to live. I think their approach to the question and to the different aspects is compatible with the history of the two cities, which are very competitive communities.

Mr. Mamet or Mr. Baker, I am not inviting you to get yourself trapped in any constitutional kind of difficulty here, and if you feel the question I am about to put would carry that kind of a risk then please ignore it. Do you think that Edmonton, Calgary, Winnipeg, Toronto and any other individual region should go ahead on their own on a regional basis, provided the funds and facilities are available, and develop and build up ETV, or do you think the approach should be a collective one, a total provincial approach in each case? Is that an impossible question to answer?

Mr. Baker: To answer, in part, Calgary would have been proceeding in the same way as Edmonton had we not experienced this difficulty of not being able to get channels, Edmonton being left to seek open television and Calgary being left to go another route on the pilot project. However, we were together. Right from the planning stage we have had joint meetings and so on, and Calgary was really supporting our brief this morning.

On your question in respect of regional television, I would say we should go ahead, but I believe that we must have the Department of Education with us. This is an educational matter, the Department is responsible for all education in the province, and therefore if we go ahead as regions, without the

Department, we have inter-curricular problems right away. If the Department is with us from the beginning, as they are in Alberta, then they are taking the progressive steps with us. Alternately, I believe that the value of television will be such that we will have a series throughout the province. Calgary right now is making programs, we are making different programs, and there will be an exchange between Calgary and Edmonton. When Medicine Hat and Lethbridge get going, I am sure there will be a similar exchange with us. I do not see any need for a national network. I can see no need for a national network in educational television.

• 1700

Mr. Sherman: This was the question I was going to ask if you were willing to answer the first question, which you were. This is a very interesting point. I was going to ask whether you felt there was any need for the exercise to be conducted over national facilities.

Mr. Baker: I believe the local area should be the controlling factor, and then from the region we get into the larger area of the province. The province, because the Department of Education is responsible for curriculum, must be involved.

Inter-provincial co-operation is a different matter. If each of the provinces develops in its own way, then there can be co-operation. But I cannot see, when the Edmonton situation is so different, for example, from Toronto, why we should be compelled to abide by what applies to Toronto. Toronto broadcasts have such tremendous interference from the United States that there is no chance for another VHF channel there. However, there are two channels available in Edmonton, so why treat us the same as Toronto?

I would apply the same argument to the northern part of Ontario. Certainly there are many areas in Ontario which do not have the same interference that there is along the border. If VHF is available in Ontario it should be used, just as it should be used in Edmonton.

Mr. Sherman: Regardless of the position this Committee and this Parliament takes on a resolution to establish a Canadian educational television agency or authority, regardless of the federal decision and provided MEETA obtains the VHF channel it is seeking, is MEETA prepared to go ahead with a full-scale ETV operation?

Mr. Baker: We are, but let us recognize the fact that certain ground rules have been laid down with this prospect in mind. If a federal authority—a Crown corporation, or whatever—were going to be developed, and if in the future that Crown corporation were to take over all the educational facilities in Canada, then they should be prepared to take over what might be provided for MEETA. Therefore before proceeding we should have some assurance of the standards the federal authority is going to require. We will then build to meet those standards in Edmonton.

Mr. Sherman: But you do not need such a Crown corporation to go ahead with your plans?

Mr. Baker: No, we were ready to begin in the spring of 1966.

Mr. Sherman: Is it your hope that such a Crown corporation never comes into existence?

Mr. Baker: No, as a school administrator I am very happy when the federal authority recognizes the need for finance in certain areas of education. I say that when the federal authority puts money into education we at the local level use it wisely. Therefore, if the Canadian Parliament sees fit to provide transmission facilities, we would enjoy them.

Mr. Sherman: Would it not be just as practical to do it another way? I am asking for advice so I will know how to vote when we come to the question. Would it not be just as practical to do it another way, perhaps by way of federal grants or federal aid to education such as those already in existence, and then the Province of Alberta or the Province of Manitoba could spend that money on their own transmission facilities?

Mr. Baker: The fact is, though, unless where it is to be spent is spelled out, then the local authority might not get it. For example, the school board might not get the money which is passed down to the municipality from the federal authority because it stops at city hall.

• 1705

An hon. Member: Or at the provincial level.

Mr. Baker: I think the provincial government has passed it on pretty well in Alberta. There is one area where in our view perhaps they took extra for the Northern Alberta Institute of Technology when they might have passed it on to vocational schools, but they

abided by any regulation of the joint agreements between the federal authority and the provincial authority.

Mr. Sherman: I think that point is arguable. I think it would be in the province's best interest to develop an educational television operation that certainly served all its school pupils, and ultimately served all its people. It would not be in the best interest of a province to concentrate the funds or the facilities or the techniques in the city of Edmonton, for example, and ignore the cities of Red Deer, Lethbridge and Medicine Hat; they are all Albertan. I really think there is a built-in corrective or defence against that possible danger. I suppose it is arguable and certainly worthy of consideration.

There is just one further point, Mr. Chairman. I would like to know whether Mr. Baker, Mr. Mamet, or Mr. Morton foresee any difficulties in the field of pure education in an exercise or an operation that sort of leapfrogs ahead region by region or community by community? For example, before all communities of any size in Alberta are legally and technically equipped to incorporate ETV into their mainstream of education and into their community life, is there not a danger in launching formal educational programs via ETV facilities in certain communities while other parts of the province are handicapped by being omitted from the operation? I just wonder whether there are any difficulties in the pure educational field in that respect. What would have been the experience in the United States, for example, Mr. Mamet, if educational television were introduced in Chicago—and I do not know that it was—and not introduced in Springfield or Evanston? Would a school student in Evanston or Springfield not be under a handicap compared to the student in Chicago?

Mr. Mamet: Let me put it this way. This is really the history of educational television. Let me start at the beginning.

The Federal Communications Commission reserved channels for educational television. They were quite far-sighted in the sense that they recognized some communities would be in a better position than others to get started quickly. Those channels were reserved and set aside for educational television and were not permitted to be used for any other purpose. This raised quite a hue and cry because in many areas a licence for a television station is practically a licence to print your own money. They are a very valuable property

and the commercial broadcasters were very interested in getting these channels; but the line was held fast, and these were reserved.

• 1710

The development in each community in the large urban areas was very irregular. Part of the problem, of course, was financial. The areas that could afford the operation of a station, the necessary capital equipment, and so on, got started quicker than those less fortunate ones. But is this not true generally of education throughout the land? There is no uniformity in schools. This is really one of the functions of educational television. Not every school for example, can afford a specialist teacher, a music teacher, an art teacher, and so on. With educational television you can make these specialist teachers available to schools that cannot afford them. But it is a problem of education generally that there is this irregularity; and I do not envisage that the creation of educational stations is going to add any new problems. I think it will help alleviate some of them. I also wanted to make reference to your earlier question about networking. Because of the expense of producing programs the tendency in the States in the development of educational television has been to move towards state or regional networks. When I served on the Illinois Telecommunications Commission, for example, just last year, our recommendation was for the establishment of a state network so that there could be this exchange by providing the facility for it. This did not necessarily mean relinquishing local autonomy and local production; it meant that when a joint production could be shared the facility was available.

But most of this development had been on a state or regional network. Alabama has a state network, Oklahoma is developing one, and so on.

On the national question, those in educational broadcasting in the United States have been working towards a national educational broadcasting network. Their problem differs from ours here in that we do have the CBC, which is a national service. Educational broadcasting in the United States involves a considerable amount more in the way of culture, enrichment, in the fine arts, and that kind of thing, which are lacking in the commercial field. It was hoped that they could provide for this lack through an educational network. But educational television is something else to them.

Mr. Sherman: Thank you, sir; that is fine.

The Chairman: Mr. Baker?

Mr. Baker: Mr. Morton might have something to add on that question, Mr. Chairman.

The fact is that there are many schools which are viewing television programs today. We have the national, the regional and the provincial programs, but they are very limited; they are limited to one half hour per day. There are hundreds of youngsters in our city right now who are viewing one or another program, but Mr. Morton might add to that.

Mr. Morton: Yes; television is actually going on at a variety of levels in Alberta. The very notion of the pilot projects, although in some respects it might be an academic exercise, as you suggested, is to investigate not only the value of television, per se, but the variety of ways in which it can be organized and transmitted so that eventually, when decisions are made on what the over-all pattern will be for Alberta, we will have some information to act upon. The real dearth of information is partly because of the continuing new developments in communication. We have to examine these things, try them out and then, hopefully, within two or three years, when federal policy is definite and we have run our course on pilot projects, we will be in a better position to say whether we can use microwave transmission, broadcast television, who will do the production, how production will be organized, how programs will be exchanged, what the cost of programs might be within our context, and so on. These are some of the things that will be investigated, and we hope that the projects will provide these answers.

The Chairman: Mr. Reid.

Mr. Reid: If I may continue on that last point, it is my understanding that as we go to the new Broadcasting Act the CBC's mandate to enter this field of what can be loosely termed "enrichment programming" is going to be expanded. The question comes to mind that if the only real use of open circuit broadcasting, complete with transmitters and what not, is for live broadcasting—and examples are the Olympics, constitutional conferences, the opening of legislatures, and that sort of thing—what is the difference between what will be carried on the proposed ETV open channel station and the CBC programming which will be carrying the very same thing on open channels across the country?

• 1715

Mr. Baker: I do not know.

Mr. Reid: To some extent I see your proposal for an open channel station as duplicating much of what is now being done by the CBC, and what perhaps the CBC might be encouraged to move into in co-operation with a regional authority such as your own.

Mr. Baker: We are hoping, Mr. Chairman, that the CBC will continue with many of the fine types of programs that it does broadcast.

Mr. Mamet touched on one of the differences between the United States broadcasting system and what we have in Canada, that the CBC has tried to fill a need for cultural and informational development in Canada. They have also tried to develop the principle of an exchange of ideas and the development of ideas by discussion and dialogue. These things, I think, stay with the CBC.

In educational television we might not bring to the home or to the class the great panorama that they do but we would certainly be interested in many of the on-going events which the CBC might be interested in.

In educational television we would probably take it a step further and try to do some explaining of the background of what is going on. For example, in televising House of Commons debates the CBC would probably just have someone commenting as the speeches are going on. In educational television we would require, if not more, at least one preparatory lesson before we took a camera into the House at all. We would probably show the Sergeant-at-Arms and explain his office to the people in their homes, and particularly to the children in school. And the same thing with the Speaker. This is not done in CBC programs. Then following a lesson on the House of Commons would come one or more follow-up lessons to make sure that the material has really been understood.

I am speaking primarily of the schools, but the same thing applies to adult education.

Mr. Mamet: I hope I did not give the impression, when I read that rather substantial list from the Great Plains Library, that this is a duplication of what the CBC is doing.

I read now from a pamphlet issued by the Fund for the Advancement of Education, entitled "Televised College Courses". This was a project, undertaken on a grant from the Ford Foundation, called "The Released

Time Program", in which professors were released from all other duties to produce television programs. Here is a sampling of some of the programs that were done: Development of Western Civilization; Man and Contemporary Society; General Chemistry; General Psychology; Basic College Mathematics; Fundamentals of Speech; Public Education; English Life and Literature; Government; Modern Mathematics; Focus on Germany; and so on. This the CBC does not do.

We are suggesting that this would be the primary thrust of an educational television station. However, we are asking that you do not limit us only to that kind of material, because, among other things, very frankly, if you are tagged as an "egghead" station nobody watches. You must have other programs to attract an audience. And it seems to me if we do some of these things that you are talking about—I am not talking about the Olympic Games or anything of that sort, but I am thinking of things that would have some educational benefit—then it may very well be that we might be duplicating the work of the CBC.

• 1720

But can you get too much of this kind of thing? Will the CBC have enough time in its broadcasting schedule to provide enough time for this kind of programming, or could we have, perhaps a couple of hours a week, for instance, a Shakespeare play? I was delighted to have the opportunity to see Sir Laurence Olivier and a British company in a performance of a Restoration comedy. I happen to have a Master's Degree in Theatre and yet I had never seen a Restoration comedy done by a British company. To me, this was not only a thrill but an educational experience.

Now, would you prohibit an educational station from putting this on because it was pure culture? Certainly the CBC might do it, but opposite that might be something else that somebody might want to watch. So we are providing a second opportunity for them to see this. I know that this might not sound like a very valid argument but this is my way of thinking.

Mr. Reid: Oh, I accept that as a valid argument and to a large extent I sympathize with the point of view that the delegation has put forward. But my point simply is this. I see no reason for the federal government to come in and to spend money in providing transmission facilities for programming service which

could end up duplicating much of what the CBC already does. In other words, there is a system of priorities.

As the Chairman pointed out a few minutes ago, you have to decide just what you are going to do with this medium. You have to learn to crawl, to walk, and then to run. One of the criticisms that I would have against the MEETA organization is that it seems to be trying to do all three at the same time. But I have a great deal of sympathy and I accept the validity of the experiment. I hope that the Committee will make a decision fairly rapidly so that you know precisely where you stand.

Mr. Baker: Mr. Chairman, may I say to Mr. Reid, because I think he was out when I spoke on this point, that we estimate that the larger part of our broadcast time will be out of school. About one third will be for schools. The rest of it is post-school or out-of-school education.

Mr. Reid: Then you will be using, to a large extent, the 2,500 Megahertz facilities?

Mr. Baker: No.

Mr. Reid: In order to provide your in-school...

Mr. Baker: No, not necessarily. The school time will also be open broadcast about one third of the time. The rest of it is to the homes, to the offices, to the school teachers' rooms with in-service programs.

Mr. Reid: To the farm.

Mr. Baker: To the farm.

Mr. Reid: Then I would like to ask a few questions with respect to programming. I think the CBC has demonstrated that if you spend enough money on packaging and programming you can even make public affairs interesting. I suppose the best example of that was "Seven Days". How do you see your production costs? How expensive do you anticipate these programs to be in respect of the two thirds programming which would not be directed toward the schools?

Mr. Baker: This is one of the reasons why we would like to have been on the air, to find this out. We really have no answer at the moment but I think Mr. Mamet might, from his experience. Mr. Bartley also may have some information, so far as the broadcast end of it is concerned.

Mr. Mamet: I am glad you asked a question about costs because I want to talk about that a little. It is of considerable concern to me. I was particularly interested in children's programs and I had quite a battle with the commercial broadcasters in the United States because they always said: "Well, for children, it is cheaper for us to buy these cartoons than to do live programming."

In television you have what is termed "below-the-line" costs and "above-the-line" costs. Below-the-line costs include the studio costs, that is, the cost of your studio personnel, equipment, and so on. Above-the-line costs include those of talent, script, props, visuals and so on. So it would be very difficult to give you a flat statement that it is going to cost "X" number of dollars per program because it would depend upon the nature of the program. However, in educational television the below-the-line costs are pretty well fixed; you have your staff and that is the staff you have to work with. You do not bring in additional engineers at time and a half for overtime or double time and a half and that kind of thing. You learn to live within your budget.

If you have your staff personnel, it costs you as much in below-the-line costs to program two hours as it does eight hours or whatever it is. So you are talking about above-the-line costs. This, then, would include—and I am trying to give you some formulae; I am not trying to give you figures but I am trying to give you something so that you can make your own determination—the cost of the teaching personnel involved. This, in the case of MEETA, in the case of the schools, we are trying to handle on a release time basis; that is, a teacher is released from classroom duties to come to the television studio and do the programs. In those cases where this is not possible, the teacher is paid a stipend and we are doing the same thing with college professors; we are negotiating and trying to make some kind of equitable settlement. The amount of time that the program takes to prepare is what they are paid for.

• 1725

I happen to have produced a series of programs for children in Chicago called "The Magic Door" which won quite a few awards. I think it was with this program that I demonstrated to the commercial stations that there could be quality live programming of an informational nature—these happened to be religious programs—on a low budget and

where, with some imagination, some creativity, you could still attract an audience. We developed a puppet series and we had two teachers who handled the puppets and prepared the scripts and so on, and through the magic of television we created a little Tom Thumb-like figure. We "keyed" him in. This is a technical term. It is something like superimposition. It was a full-grown man who was keyed down to small size and lived in a magic garden with his animal friends and so on. And he dramatized children's stories. It was the most popular children's series in town.

My budget, my above-the-line budget for that series for 39 programs a year was \$7,500. This took care of talent costs, scripts, the whole business. It is possible to get by on a meagre budget with some imagination. You have to know what appeals to the viewer at whatever age level it is. You have to know what will hold his attention and so on. I cannot give you an exact figure but generally speaking, the formula you would use would be your below-the-line costs which are studio expenses and your above-the-line costs which are for talent, script and visuals.

Mr. Reid: Thank you. That is a very interesting answer.

My last question has to do with, I suppose the survival of the station. What will be the criteria used to judge the efficacy and efficiency of such a station? There will have to be some standards.

Mr. Mameit: I think in the case of the schools the pilot projects and the schools have a very active evaluation program, and this is evaluation not only by the teachers but by the students. There are other ways of determining this, and classroom teachers, when that television set comes on in the classroom, can determine whether or not that program is holding the child's attention. That is the great advantage; the teacher is relieved of the role of being the presenter and can also observe the efficacy of the program.

• 1730

Mr. Reid: How would you judge their efficacy in the university programs?

Mr. Mameit: The only way we could judge this would be through audience surveys. One of the great advantages of educational television—and this is an aside—is that it will actually upgrade the teaching level because teachers, professors, and so on will be able to

see what other teachers and professors are doing and they will be learning from that.

Mr. Reid: Assuming they are watching.

Mr. Mameit: I think there is a tendency for them to do that. You are probably aware of the *University of the Air* series that we are producing for the CTV network which is broadcast by selected universities from each part of the country and then the tapes are bicycled around and played at various times. Unfortunately in our community the only time it is available is 8 o'clock in the morning which means that our audience is practically nil for that series because not many people can watch television at that time of the morning. We pointed out that 8 o'clock in the morning was a wonderful time for children—pre-school children, and so on—but mother was busy getting the other kids off to school and father was either gone or on his way and we really wondered what the value would be of broadcasting a program of this kind at 8 o'clock in the morning. However, this was the only time we had available. However, we realize that college professors watch their colleagues, pick up pointers here and there and keep abreast of what is going on, so there is that kind of feedback. There is also the formal evaluation that we can do.

Mr. Reid: In the final analysis, though, the public interest programs or enrichment classes or programs will have to fight it out among the commercial interests of the private stations and the semi-commercial interests of the CBC.

Mr. Mameit: That is right, and this is the big reason the educational broadcasters in the United States were so anxious to get this public broadcasting law passed. They all were operating on very meagre budgets. The budgets were really insufficient and the public broadcasting law pours a little bit of money into the coffers which would enable them to upgrade the quality of their programs to the point where they can be competitive.

Mr. Reid: Would it be fair to say that a proper interpretation of Miss LaMarsh's proposed legislation for providing transmission facilities would be a subsidy to provincial educational departments in order to provide those areas with the transmission facilities for this new tool?

Mr. Mameit: I hate to get involved in these political matters because politically I am very naïve.

Mr. Reid: Perhaps we had better turn that question over to Mr. Baker and let him deal with it.

Mr. Baker: Mr. Chairman, as you perhaps realize I am fairly outspoken when I have an opinion. It is true it would be in the form of subsidy. I would like to look upon it, however, as something in the same nature as the federal-provincial agreements which have been formed in the past and under which we are working at the present time. The federal authority is pouring money right now into each of the provinces for post-secondary education, and this would be another form. I have some figures with me—although I cannot find them at the moment—relative to population statistics, and so on. However, education is one of our biggest industries in Canada today. Certainly it is one of our biggest expenditures across this country, and I believe the federal authority can assist in many ways at levels where there is no federal control indicated.

• 1735

Parliament did enter into our vocational schools program and we have a vocational program across this country of which we are very proud and which is doing a tremendous service to the country. We are pointing out that television is another type of educational medium which can be utilized, and whether it is the provincial or the federal government which takes the initiative in the provision of transmission facilities, as a local person I am not too much concerned. As I said once before today, if the federal authority sees fit to put funds into this medium, then so much the better as far as we are concerned. The federal authority has a tremendous potential for equalizing educational opportunity across this country. Certainly we are looking upon it as a means of equalizing educational opportunity in the province and I would not shy away from any form of federal subsidy for education.

Mr. Reid: I have no objection to it myself. I have no more questions, Mr. Chairman.

Mr. Schreyer: Mr. Chairman, what time do you normally adjourn?

The Chairman: We will adjourn when you are finished.

Mr. Schreyer: Mr. Baker, in what specific regard do you react negatively to the present notion of having a federal agency own and operate the technical facilities for broadcast-

ing of ETV and having the provinces take care of the programming production thereof? Obviously you are uneasy about having a federal agency provide the technical facilities and I would like to know what it is.

Mr. Baker: I was not aware that I had given that impression, Mr. Chairman.

Mr. Schreyer: I am sorry. Could I put it another way, then? Do you have some alternative in mind that would be preferable to the present notion of a federal operation of the technical facilities?

Mr. Baker: No, I do not think so. I may say, Mr. Chairman, I am a Canadian and if the Parliament of Canada lays down certain legislation I will see that we follow it. We have no intention of going ahead on our own right now to build a station and to get into television broadcasting so long as the Parliament of Canada does not give us authority to do so under prescribed legislation.

If they want to use the existing legislation and give us a licence, that is fine. We have no objection and we have applied for it under those conditions. If the federal authority wishes to set up a Crown corporation which will provide transmission facilities across the country and can assure us that each part of the country will have equal opportunity for participation, then I am all for it. This will ensure that Prince Edward Island for example, which at the present time cannot afford to put television broadcasting into the schools, will be on a par with Alberta, where I think we probably could have afforded to have done it on our own. However, let us remember that it was the federal authority which brought forward this idea of the Federal government providing the transmitting facilities. It was not ourselves. We did not ask for it.

I am sorry if I gave the impression that I am shying away from having Ottawa provide the facilities. I would not want Ottawa to control our television programming any more than I would want the Government of Alberta to control our television programming. I believe that should lie with the local bodies.

Mr. Schreyer: Surely the provincial departments of education would be involved in the programming?

Mr. Baker: That is correct. I have emphasized throughout the brief that the departments of education are involved.

Mr. Schreyer: I have another question dealing with the engineering side of the problem, Mr. Chairman. I suppose I am groping my way through this because I just joined the Committee today. If a federal agency established and operated the technical facility, is there some fear perhaps that in some regions of the country where there really is no need to go to UHF that the federal agency might insist on going to UHF because that problem exists in other parts of the country?

Mr. Baker: That has arisen from the White Paper proposal which has now become a draft resolution for the House. The proposal is that educational television in Canada shall be restricted to the UHF band.

Mr. Schreyer: I would like to know why.

• 1740

The Chairman: I do not think Mr. Baker can explain Miss LaMarsh's proposal.

Mr. Schreyer: No, but perhaps he can shed some light on this. Obviously, if this is stipulated, it must be because there is a technical dictation that this be so in some parts of the country. I believe you said, sir, that in Edmonton this is not a present problem.

Mr. Baker: That is correct.

Mr. Schreyer: That there are two VHF channels available.

Mr. Baker: In parts of Alberta where there may be a station in the future I suppose there are several channels available at the present time. In Edmonton there are at least two channels available. I indicated that in Toronto there probably is not a single one because of interference from the United States. Mr. Reirson mentioned this morning the interference which has occurred at Lethbridge. It might be that another ETV channel might not be available there.

My point was that whether it is in Edmonton, Alberta, in Ontario—I do not know where in Ontario you would have to go to get out of the interference from the States—in Quebec or in any other place, where VHF channels are available then they should be made available for educational television and we should not be restricted to UHF in areas where those others are available.

Mr. Schreyer: That leads me to my next question, and perhaps I should direct it to you, sir. Is there something impracticable either from an engineering, technical or

financial point of view in having an ETV technical facility agency provide such facility in one part of the country and UHF and VHF in another part? Why this insistence on the same kind of frequency across the country?

Mr. Bartley: I think the answer would be yes to almost anything you have said. Yes, there is a technical problem. It requires approximately 3.16 times the power on UHF to cover the same distance that you would cover with VHF because it is many hundred times higher in frequency. The dimensions of everything are much smaller. An outside antenna for UHF would be about so big compared with something six feet. The cost of it would be at least double for the same facility under VHF. Everyone is going on the experience in the United States where many UHF stations went bankrupt, whether they were educational or not, until such time as they passed a law in respect of the manufacturers. Another problem is that UHF is not received on the average television set.

Mr. Schreyer: You misunderstand my question, sir. . .

Mr. Bartley: I am sorry.

Mr. Schreyer: . . . and are overpowering me with your knowledge on the technical aspect of broadcasting. Is there something technically not feasible about this agency setting up a UHF facility in one part of the country where it is made necessary, say southern Ontario, and erecting the tower and providing the facility in VHF in Edmonton, for example? It is not incompatible, is it?

Mr. Bartley: I think I understand your point. I think maybe we are suggesting by this that other interests have made representations for all of the VHF and it is just as easy to give UHF to educational TV, and I think it is just that simple.

Mr. Mamet: Technically, there is no reason that Edmonton could not have a VHF and Toronto a UHF.

• 1745

Mr. Schreyer: Under the same technical facility.

Mr. Mamet: This is no problem. I might point out, on this UHF situation, that even an all-channel law has not really resolved the question in the United States, and the Association of Maximum Service Broadcasting or whatever the name of the organization is, which is an association concerned about UHF

as well, has pointed out the fact that UHF is a secondary service even in a community that is all UHF because of the fact that this is a two-stage tuning step. In other words, on a set that is equipped for UHF, you have two dials. You first have to set one dial to UHF and then very finely tune in the station. It is not a step-by-step tuning as it is on the VHF dial, where there is a click and you have another station. In VHF there is a fine tuning device through which you get UHF, and they feel they have been handicapped in getting UHF viewers because of the difficulty in tuning that UHF station in.

Mr. Schreyer: Mr. Baker, then your doubts or your negative reaction is not to the concept of a federal agency providing the technical facilities for ETV, it is rather directed to the requirement that it would have to be in UHF?

Mr. Baker: That is correct.

Mr. Schreyer: I have no further questions.

The Chairman: In mentioning that you would not want to see control of programming by federal authorities, or provincial authorities for that matter, you were not objecting to the general provisions for supervision and regulation by the Canadian Radio-Television Commission which are set out in the new Broadcasting Act applying to ETV?

Mr. Baker: Not at all, sir.

Mr. Schreyer: Mr. Chairman, could I ask a supplementary question?

I am not clear in my mind what you mean when you say that you would object to provincial control of ETV programming. You already have admitted there would have to be large provincial department of education involvement. The provincial department of education controls curriculum planning for the schools and, obviously, there is no curriculum control at the university level. Is your objection to even the thought of provincial control of ETV programming basically for the same reason that anyone would object to provincial government involvement in university teaching and the university curriculum?

Mr. Baker: I think the controls which will be placed on the university are those which are present now, and they will reside within the community.

So far as school broadcasting is concerned, I said earlier that the department of educa-

tion is in charge of the curriculum, and we have certain regulations to work under. So far as ETV is concerned, therefore, the programs, being curricular programs, will have to abide by any regulations of the department of education. Let us take a classroom situation in a school. The teacher is relatively free within the class to provide her own program for the youngsters. The curriculum lays down the areas which she must stay within but nothing is said as to how she shall present her material nor how much enrichment or other material she may bring in. I feel the same thing should be true of educational television within the present limits of curriculum policies of the departments of education. Then the schools are free to develop programs.

Earlier I suggested we had a program council which will review all these program suggestions before they become scripts and before they are produced as television programs. That program council does have departmental representation on it at the present time, it does have school board representation, and at the same time there is representation from the community. One of the members of our present program council, for example, is a housewife who is a former alderman and she has a fairly high status within the community. I am sure she will have the interest of the community in mind when reviewing any programs which are going to be televised. I would object to the Department of Education saying, "This and this and this shall be done; and these and these and these shall be shown".

• 1750

Mr. Schreyer: Thank you.

The Chairman: I think Mr. Baker is outlining a philosophy that has developed in Alberta of decentralization of educational broadcasting, an approach which I think is very commendable. It stresses the involvement of the community above all, does it not?

Mr. Baker: Yes. I may say, Mr. Chairman, for the interest of Mr. Schreyer, the fact is that our Alberta Department of Education has given us a large measure of autonomy. We do not have accreditation in Edmonton and Calgary, for example, but in large measure we are free to determine what our educational program within the cities shall be.

The Chairman: This also tends to provide a built in protection against the possibility of governmental control of program content.

Mr. Baker: Yes, very definitely.

The Chairman: Gentlemen, on behalf of the Committee I want to thank you for coming and for staying so long with us. We cannot speak for the government, but on our behalf may we say we are sorry if Parliament has in any way retarded the development of your system. We will do our best, as soon as we have heard all the people who want to advise us on this subject, to advise Parliament in turn as promptly as possible. I am sure we will be helped very much by what you have told us today.

Mr. Baker: Thank you very much, Mr. Chairman. Mr. Reiersen already has spoken for our group, but I would like to add our own personal appreciation for the way you invited us here, how you have heard us, and certainly for the length of time you have given us.

The Chairman: Thank you. Before we adjourn may I ask the Committee if it is agree that the MEETA brief be printed as an appendix to today's proceedings?

Some hon. Members: Agreed.

The Chairman: I might also say that we have received a brief from the British Co-

lumbia Educational Television Association which has been distributed to all members of the Committee. I understand this association does not wish to appear, so I suggest their brief be appended to today's proceedings as well. Is that agreed?

Some hon. Members: Agreed.

The Chairman: A further brief has been received from an individual, Colin A. Bilowes, on the subject under consideration. I believe it has been distributed as well, and if you agree it could be appended as well. Agreed?

Some hon. Members: Agreed.

The Chairman: The next meeting will be on Monday afternoon at 3.30 p.m. when we will be receiving a joint presentation from the Association of Universities and Colleges and Canada, the Ontario Universities' Television Council, and Commission interuniversitaire des cours télévisés et radiodiffusés, and an additional brief presented by the Association of Canadian Medical Colleges.

The meeting is adjourned until 3.30 p.m. on Monday, March 4.

APPENDIX "N"

BRIEF OF DEPARTMENT OF EDUCATION, PROVINCE OF ALBERTA
TO
THE STANDING COMMITTEE ON BROADCASTING, FILMS
AND ASSISTANCE TO THE ARTS

The Alberta Department of Education and Broadcasting

1. The Department of Education of the Province of Alberta recognizes the power of the broadcast media, particularly television, in many important human enterprises including education. The Department through its School Broadcasts section has been directly involved in school radio since before World War II and in television in education since 1958.

The Alberta Pilots Projects on Television in Education 1966-1969

2. The Department is at present supervising and co-ordinating a series of pilot projects under the title The Alberta Pilot Projects for Television in Education. We speak of "television in education" rather than "educational television" because we recognize that there are many educational uses of TV other than the broadcast of programs or lessons. We are trying out television in many forms, in a number of locations and under a variety of conditions. Only by working with television in several contexts: broadcast, microwave, intra-school, and single room closed circuit, do we believe we will be able to assess properly the effective applications of television to education. To this end, our department is sharing more than 50 per cent of the costs of some \$800,000 worth of television projects this year.

Television and other Media in Education

3. At the same time, we realize that television is only one of the many technical devices which may be able to contribute to modern education in positive and significant ways. At this point in time we are not prepared to commit substantial resources, human or financial, entirely to the development of this one medium on a long range basis until we have more information which we expect the Projects will provide. Whatever our findings as a result of the Pilot Projects, it seems reasonable to suppose that television in some form will continue to play a significant role in

education in this province. What first has to be determined is what that role is, what its magnitude might be, and how it can be most effectively exploited. This, we feel, is the most reasonable course to follow in the light of rapidly changing circumstances and the need for careful expenditure of public money.

Television from any sources for many purposes

4. The Government of the Province of Alberta is assuming as a basic hypothesis, that television for instructional purposes will be most effective and better used if its planning and production is as close as possible to the students and teachers in classrooms within the system receiving the programs or lessons. Television can contribute to education in many ways, and fulfill many functions which may not be regarded as strictly instructional. For this reason we endorse a number of sources of programs for use in education at all levels.

The Alberta Department of Education and the Canadian Commission on School Broadcasting

5. Among these are those CBC programs produced under the direction of the new Canadian Commission on School Broadcasting for nationwide distribution. We are convinced that these programs are necessary in the interests of national unity and that they enable educators from all provinces to exploit the elements common to all provincial curricula. The CBC is to be commended for its contributions to educational broadcasting through its Schools and Youth Department. But because those few programs treat such a small part of what is offered in the modern school we are also convinced that there is a role for regionally-produced programs, provincially-produced programs, and the local production of television lessons in counties, school districts and even within schools themselves. Each level of education must set its own objectives for the utilization of television and will require its own standards of production.

Policy of Alberta Department of Facilitation, Support, and Co-Ordination

6. We believe that the role of the Department of Education is one of facilitating the best possible programs and the best possible use of the programs which are produced. The Department of education will, of necessity, assume a substantial financial responsibility for programming at every level as well as perform a co-ordinating function to assure itself that resources are fully and fairly used. This function may indeed be performed by a province-wide agency in which the Department of Education might participate. We do not at this stage anticipate a highly centralized production centre over which the Department would have complete control.

Television and Post-Secondary Education

7. The Department of Education is concerned with education at all levels including universities, Technical Institutions, and Junior colleges. The possibility of using television to reinforce and complement the work of all continuing education must be investigated. This certainly means reaching students and people generally in their homes. The Pilot projects, particularly through the proposed Edmonton broadcast station project (MEETA) are designed to study many possibilities in this field. It is quite possible in an age in which education and re-education is so vital to the full development of our nation's human resources that television can make a unique and indispensable contribution.

Pilot Projects and Program Control

8. It seems to us that television must be used by those who have the responsibility of public education to meet real needs in an immediate and positive way. It is necessary therefore to identify both the characteristics of television which make it a unique and effective servant as well as the needs within public education which television may be able to meet. These are problems which experience in other parts of the world may help to illuminate, but for which there are no clear cut, definitive answers. Certain studies have been made under the aegis of the Pilot Projects in Alberta and all projects are designed to provide further information upon which decisions can be made. However, from the outset, certain hypotheses have governed our approach:

(a) Control of programming and production should be decentralized so that decision-making with regard to what is taught by

television and how it is used are as closely related as possible to the expressed needs of classroom teachers. We believe that plans for programs or televised lessons should be modified as a result of "feedback" from classroom experience.

(b) The administration of television in education is not different essentially from the administration of other educational enterprises. The Department of Education and the local school administrators acting as individual entities or in associations, have the responsibility of providing facilities while professional educators including teachers have the responsibility for content and method of presentation.

(c) Quality of programming must be more closely allied with educational objectives than with the aesthetic or artistic requirements of production procedures. Generally a good educational production should combine both but there should be no doubt about which objectives are paramount. The Audio Visual Services Branch of the Department is exploring ways of producing simple but effective lessons by television at minimal expense using basic television equipment.

(d) As a medium which can be received as easily in a home as in a classroom, television provides an opportunity for citizens in their homes to receive programs which supplement instructional education in a wide variety of ways. Assistance can be given to parents of pre-school children in their homes, especially in areas where there are no kindergartens. Direct instruction, credit courses or general interest courses for people at home can be given by means of television in subjects related to scholastic institutions or in the realm of general continuing education.

(e) While the Pilot Projects for Television in Education will reveal many types of programs which can be effective, we are assuming that the following are basic insofar as programming for the schools is concerned:

(i) Complemental instruction in subject areas which need strengthening. e.g. French, Biology, Fine Arts.

(ii) Complemental instruction in subject areas in which new curriculum is being introduced or new approaches in the

application of curriculum advocated, e.g. Mathematics, Social Studies, Fine arts.

(iii) Direct and indirect assistance to classroom teachers by consultants and specialists in several subject fields.

(iv) Direct instruction in certain courses not offered in most small high schools.

The Alberta Department of Education and Federal Policy

9. The Alberta Department of Education was pleased to review the White Paper produced by the Federal Government in the summer of 1966. However, we do have grave reservations concerning the implications of certain policies being proposed by the Federal Government in its administration of the ETV agency called for in the White Paper and further described by the Secretary of State. *Of deepest concern is the insistence of the Government of Canada that television transmitters for educational purposes be restricted to the U.H.F. band.* While there may be some justification for this as a long-range policy, depending upon immediate enactment of legislation which makes mandatory the manufacture of all-channel sets in Canada, there is, in our view, no justification for insisting that the Edmonton broadcast station, which is part of our Alberta Pilot Projects, be restricted to the U.H.F. band. The objectives of the Edmonton Project have been clearly set forth in the brief supplied to the Federal Government authorities in August, 1966. This brief was submitted in good faith and met all the requirements of the regulations then in effect. This Brief was fully supported by the Department of Education, although the Department itself was not the operating body. Vital to the objectives of the project was broadcasting into the homes of Metropolitan Edmonton's one hundred thousand families.

The Alberta Department of Education Brief to the BBG Concerning Channel Assignments

10. On October 25, 1966, this Department presented a brief to the Board of Broadcast Governors, at their request, setting forth not only our support for a V.H.F. channel for the Edmonton project but requesting that as far as the Province of Alberta is concerned we not be restricted to the U.H.F. requirements necessary for other parts of Canada which are close to heavily-populated parts of northern United States. It is our understanding that the BBG had recommended to the Federal Cabi-

net that the Metropolitan Edmonton Education Television Association be granted the use of Channel Eleven.

Delay and the MEETA Project

11. The apparent rejection of this request has jeopardized the Edmonton project, and could have a deleterious effect on the development of educational television in Edmonton and Alberta as well as the rest of the country. The Edmonton project is predicated on the possibility of reaching immediately homes of private citizens as well as classrooms within the signal area of the station, with well-prepared, structured programs. The significance of this type of programming to the total community is far reaching and yet this significance is nullified by the insistence that *all* parts of Canada, regardless of availability of V.H.F. channels, should nevertheless fit into the same restrictive pattern as those where circumstances are otherwise. The cost of conversion of V.H.F. Receivers to U.H.F. capability for Edmonton and indeed most other parts of the Province is completely unwarranted in the light of the circumstances.

Interim Proposal for V.H.F. Education Channel

12. We therefore propose that for the period of the Pilot Projects, which will now run until June, 1970, that the Federal Government grant the Metropolitan Education Television Association Channel Eleven for a certain limited period of time. This might extend for a two year period from "on air" date or until conversion to U.H.F. becomes a practical and reasonable course to follow in our part of Canada. Everything has been in readiness for more than a year to move forward with regard to the Edmonton project. The MEETA organization is, and has been waiting for a final declaration of Federal Policy on educational broadcasting to permit the next step to be taken.

Cost Arrangements Concerning Federal Participation

13. While we have received no official communication it appears that a Federal Agency will be responsible for providing education television transmission facilities at a rental or lease cost to be based on a fair amortization of the investment required. It is our firm belief that the provision of educational television facilities for the use of provincial educators who are responsible for programming

production and all other costs should not be set up on a rental or lease basis as outlined above. At the present time the CBC is providing facilities to educators on a very limited basis, free of cost including air time; the provinces or other educational authorities pay all the direct costs. It would, therefore, seem that the new federal agency could contribute to the cost of education in provinces without any infringement on constitutional privileges by providing educational television transmission facilities on a cost-free basis up to certain limits depending upon the size of the province, the number of students and geographical peculiarities.

Long Range Educational Broadcast Plans in BBG Brief

14. The Department of Education also brings to the attention of the Parliamentary Committee our Brief to the BBG submitted October 25, 1966, which we prepared in response to a request from that body for information about the probable projection of educational television transmitters in the near and distant future. A copy of that Brief is included as an appendix to this present brief.

Proposed Native Television Project

15. We have been considering the use of a highpowered television station strategically located in Northern Alberta for the purpose of sending educational and other types of intercultural programs to the native residents of the greater part of the northern areas of Alberta. It is expected that, should such a facility be set up, the Federal Government would be requested to participate in this as a Pilot Project. In order to get maximum coverage this station would almost certainly have to be a high powered V.H.F. station strategically located with studios situated in a centre

such as Grouard where Indian and Metis could participate and where the technical and vocational school would provide space and personnel.

Summary Statement

16. The foregoing represents in very brief form some of the thinking of the Alberta Department of Education on educational broadcasting with particular reference to our Pilot Projects. We have indicated:

1. That we are using the Pilot Projects to assist us in evolving a long-run policy with regard to the place of broadcasting in education in Alberta;

2. That we consider broadcasting as only one of the technologies which will influence the direction of education in the future;

3. That the uses of television in education are many and varied and that all types of uses need to be explored;

4. That in order to make our Pilot Projects productive from the point of view of experimentation which will provide useful information upon which future decisions may be based it is important that the Edmonton Project under MEETA proceed as planned;

5. That in order for the MEETA project to proceed the broadcast facility must be able to reach persons in their homes or in schools using standard receiving equipment;

6. That under the circumstances we request that the Government of Canada not insist at least for the present, on forcing all educational broadcasting into the U.H.F. band.

APPENDIX TO PROVINCE OF ALBERTA BRIEF
PROVINCIAL BRIEF TO B.B.G., OCTOBER 25, 1966
BRIEF TO BOARD OF BROADCAST GOVERNORS, SPECIAL HEARING
ON OPENING UP THE UHF BROADCASTING BAND

by

Alberta Department of Education

A. Introduction

The Department of Education of the Government of Alberta is at present investigating the place of television in educating through a series of pilot projects scheduled to continue until June, 1969. During the Pilot Project period, practical experience will be gained in instructional television through a broadcast channel, through closed-circuit channels and instructional television as it might be used to assist instruction in specifically rural situations. The Minister of Education has appointed an Advisory Committee on Television in Education and a Department official as Co-ordinator of the Pilot Projects. Two sub-committees have been established, one in the technical field, the other for evaluation purposes.

The setting up of the Pilot Projects by the Alberta Department of Education is based upon the following premises:

1. Television is a powerful means of communication and is affecting almost every facet of our Canadian society.
2. Society is demanding more and more of Education with the result that in Alberta the greatest share of the provincial tax dollar goes to education.
3. Television seems to offer means through which at least some of the problems faced by those responsible for public education can be alleviated. In view of the needs of education and the high cost of television facilities, particularly as they might be used in a province as large as Alberta, some preliminary exploration is being made to determine the most effective and the most economical means of utilizing television's undoubted potential.
4. In general, the Pilot Projects:

(a) Support the collective efforts of educational television associations already established;

(b) Assist school Authorities who are engaging in or are prepared to engage in project of their own; and

(c) Establish projects in selected schools to investigate specific problems related to the basic purposes of the Projects.

5. The Department of Education intends to continue to work with the CBC in producing programs which are broadcast over CBC NETWORK stations in the Province and to share with other provinces the school programs which are produced by the CBC regionally and nationally.

B. The Alberta Pilot Projects and the "White Paper"

The Alberta Department of Education has studied the statement in the Canadian Government's White Paper on Broadcasting, 1966, which states the Federal Government's intention to provide television facilities through which programs of an instructional nature prepared by educators within each province can be broadcast. It is felt that the Alberta Pilot Projects will enable us to plan for the most efficient locations and the most effective utilization of the facilities which will be established. The Department of Education has reservations about the final paragraph in Chapter 9 of the White Paper which indicates that ultra-high frequency channels are adequate for education.

C. The Alberta Concept of Transmission and Distribution Facilities

1. While it is uncertain as to what may actually be the ultimate pattern required to make instructional television available to all students in Alberta, the Department is concerned that whatever means is used to encompass all schools in the province at one time, provision must also be made for meeting regional and local needs. It is important too, to consider the needs of adult education provincially and locally. We also recognize that instructional television facilities may be linked, under certain conditions, throughout the country.

2. In considering a pattern of transmission and distribution it is possible that a combination of methods must be planned for: broadcast transmission (including repeaters), closed-circuit transmission, microwave transmission and microwave links, as well as the physical transportation of tapes or video film in some cases.

Probable Broadcast Channel Requirements

1. The following requirements are based on the above concept and represent the best estimates which can be made at the present time as to the future channel reservations which might be requested on behalf of education in Alberta.

2 It should be noted that in all cases V.H.F. channels are being requested and not U.H.F. channels. Because of Alberta's geographic location with respect to population centres in other parts of Canada and the U.S.A., it would seem more appropriate to make full use of available V.H.F. channels than to require education make use of the less desirable, less efficient U.H.F. channels.

3. It should also be noted that suggested transmitter sites are generally located *outside* of urban centres. While the primary signals in most cases should easily reach urban centres, it is felt that local distribution may best be done by either closed-circuit cable systems (CATV) or by repeater stations, or by 2500 megacycle installations.

4. The following transmitter sites are suggested:

High Powered Broadcast Station:—
Edmonton

Medium Powered Broadcast Stations:—
Vauxhall
Calgary
Red Deer
Marten Mountain

Low Powered Broadcast Stations:—
Pincher Creek
St. Paul
Grande Prairie
Peace River
Neutral Hills

Repeater Stations:—
Fort Assumption
Rainbow Lake
Fort Vermilion
Little Red River
Fort McKay
Fort Chipewyan
Fort McMurray

5. Production Centres would probably be located in the following places:

Edmonton
Calgary
Lethbridge
Medicine Hat
Red Deer
Grande Prairie
Gronard

APPENDIX "O"

THE ALBERTA TEACHERS' ASSOCIATION
BARNETT HOUSE, EDMONTON

January 11, 1968
The Secretary
Standing Committee on Broadcasting,
Films and Assistance to the Arts
House of Commons
Ottawa, Ontario

Dear Sir:

The Alberta Teachers' Association has given consideration to a brief prepared by the Department of Education in the Province of Alberta and presented to your committee. On behalf of the Executive Council of The Alberta

Teachers' Association, it is my pleasure to indicate the general approval of the contents of this brief. The Alberta Teachers' Association supports the various positions taken by the Department of Education and particularly supports that portion of the brief which contends that for the present time educational broadcasting should not be forced into the U.H.F. band.

Yours sincerely,
N. P. Hrynyk, Coordinator
PROFESSIONAL DEVELOPMENT
DEPARTMENT

APPENDIX "P"

EDMONTON CHAMBER OF COMMERCE
Incorporated February 1889
9905 101A Avenue
EDMONTON, ALBERTA, CANADA

January 19, 1968
Mr. Robert Stanbury
Chairman, Standing Committee
on Broadcasting, Film and
Assistance to the Arts
House of Commons
Ottawa, Ontario

Dear Sir:

The Edmonton Chamber of Commerce, on behalf of its 2,200 business and community members, has observed with interest and approval the progress being made by the Alberta Pilot Projects for Television and Education and, more particularly, by the Metropolitan Edmonton Educational Television Authority (MEETA).

Recently, however, the Education Committee of the Edmonton Chamber of Commerce expressed to our Executive, a growing concern that MEETA is unable to obtain a license to use Channel 11 on the very high frequency band (VHF) because there has been delay in the passing of legislation to set up a license-granting federal ETV authority and

because there has been no decision on the VHF vs. UHF band for allocation for educational broadcasting.

This Chamber has had the opportunity to review the brief of the Alberta Department of Education which your Committee has agreed to receive later this month. The Alberta Government's proposals—that the Federal Government grant the Metropolitan Edmonton Educational Television Association a license to broadcast on Channel 11 for a certain limited period of time, until conversion to UHF becomes a practical and reasonable course to follow in this part of Canada, and, that the Federal Government not insist, at least for the present, on forcing all educational Broadcasting into the UHF band—are considered to be reasonable requests by this Chamber, and we respectfully recommend to your attention the immediate benefits to our students and citizens that will accrue if those proposals are accepted by your Committee and acted upon by the Government.

Yours sincerely,
D. F. MARLETT
General Manager

APPENDIX "Q"

Brief to the Standing Committee on Broadcasting, Films
and Assistance to the ArtsPresented by the Calgary and Region Educational Television Association,
Calgary, Alberta

1. The Calgary and Region Educational Television Association is a non-profit, private company registered under the Companies Act, Alberta, whose prime purpose is to develop the effective use of television at all levels of education. With its own production centre located at the Southern Alberta Institute of Technology, and transmission facilities leased from the Alberta Government Telephones—a 2500 megacycle system authorized and licenced (CMD 265) by the Department of Transport—CARET will be the first independent Canadian Regional ETV Centre when its transmitter is activated early in 1968.

2. CARET is supported by the following educational organizations and institutions:

Alberta Government, Department of Education
Calgary School District No. 19
Calgary Rural School District No. 41
Calgary R.C. Separate School District No. 1
County of Wheatland School District No. 16
Foothills School District No. 38
Mount Royal Junior College
Southern Alberta Institute of Technology
The University of Calgary

Board of Directors composed of one representative from each member organization is responsible for determining broad policy.

3. The objects of the Association are bound by a common thread: that of serving the educational needs of its members. Therefore, our interpretation of the term 'educational television' is somewhat broader than the view expressed by some members of Parliament that ETV should be equated with instructional television. We believe that the percentage of an individual's total education resulting from direct in-school experience has been steadily decreasing. A less restrictive definition of educational television would

extend the influence of planned education and would enable educators to reach into the home and to exert an influence on students of all ages apart from the relatively short time each one spends in school. A regional approach to educational television makes possible the pooling of resources to meet defined community needs from the pre-school learner to the mature student.

4. The needs of community served by CARET are varied. Rural schools, urban school systems (both public and separate), junior colleges, universities and continuing education share some common needs but have special claims of their own. It is not suggested that the regional television service will be able to fill all these needs, but rather that educational television can usefully supplement the programming of local private and public broadcast stations and their affiliates. Neither does the regional approach attempt to replace areas of programming provided by the national networks. It is our view that community needs can best be fulfilled by a combination of national, provincial and regional programming.

5. CARET therefore submits for the consideration of the Standing Committee on Broadcasting, Films and Assistance to the Arts the following recommendations:

(i) that unassigned VHF channels be made available for ETV purposes to serve areas of population such as Calgary and the region it serves;

(ii) that before UHF channels are assigned to private, public or ETV broadcast stations, legislation be introduced to require all television receivers sold in Canada to be capable of receiving signals on both UHF and VHF wavebands;

(iii) that broadcast licence applications from educational television associations such as CARET be considered equally with those submitted on behalf of private or public broadcast companies;

(iv) that the whole question of import duties on educational television equipment be raised with the Minister of Finance in view of the fact that present policy is inhibiting the development of educational technology;

(v) that a Federal Broadcasting Authority (as suggested in the White Paper on Broadcasting, June 1966) be formed to

formulate general policy on Canadian educational broadcasting and that an advisory body be composed to represent three levels of concern in educational television: national, provincial and regional, and that this latter body be consulted on such areas of mutual responsibility as programming, transmission and production.

APPENDIX "R"

A BRIEF PRESENTED TO THE PARLIAMENTARY STANDING COMMITTEE ON BROADCASTING ON BEHALF OF THE METROPOLITAN EDMONTON EDUCATIONAL TELEVISION ASSOCIATION, EDMONTON, ALBERTA

I. Introduction

The Metropolitan Edmonton Educational Television Association, composed of the principal institutions of learning in our community, has experienced long months of frustration dating back to its original application for a broadcast license submitted on August 2, 1966.

OUR APPLICATION RECEIVED ENDORSEMENT FROM THE BOARD OF BROADCAST GOVERNORS, AS WELL AS THE DEPARTMENT OF TRANSPORT.

We have complied with the standards of every department and every governmental agency, in addition to establishing the machinery for operation, including considerable expenditure of funds for equipment and personnel.

WE WERE ASSURED BY SECRETARY OF STATE LAMARSH, IN 1966, THAT "WE ARE AWARE OF YOUR INTENTIONS TO BEGIN PROGRAMMING IN THE AUTUMN OF 1967 AND WE MEAN TO ENSURE THAT YOU WILL BE ABLE TO DO SO."

To date MEETA is still waiting for permission to proceed. Our request to use one of the local VHF channels on a two-year experimental basis has not been granted. The situation in which our ETV Association finds itself is described in the Appendix attached to this brief.

We hope that our recommendations will receive serious consideration at this time and that we can become operational with suitable facilities at the earliest possible date.

Respectfully submitted,

The Board of Directors
Metropolitan Edmonton Educational
Television Association

January, 1968

II. A Philosophy for Educational Television

A Canadian philosophy for educational television must start with certain assumptions:

- (1) Education in Canada is, among other things, one of the most important tools for the preservation of the ideas and ideals which we like to think of as distinctly and characteristically Canadian.
- (2) Those ideas and ideals face a period of serious crisis and threat in the years ahead.
- (3) The traditional methods of education are likely to be increasingly inadequate to meet the stresses and strains of the times.

III. The Stake of School Authorities and Educators in ETV

(a) Special Value of ETV to Educators

1) Television, by sharing the outstanding or specially qualified teacher, makes it possible to have such a teacher in every subject in every school. These teachers will be shared on a community-wide basis or even on a nation-wide basis, but not simultaneously; flexibility in local choice can be maintained through the use of videotape.

2) One of television's greatest contributions is its distribution factor: it can be used in schools and areas where facilities and skills are not available. Thus, less-privileged schools can take advantage of laboratory equipment, demonstrations and teaching skills in such subjects as foreign languages, science and art, for example, which they could not possibly have on their own.

3) Educational television is definitely superior in providing close-up views which live demonstration cannot supply. Similarly, it provides intimacy of communication with the teacher as well; where large classes are involved, television is actually more intimate and personal than live classroom situations.

4) Educational television can free the teacher for more individual work with students by releasing him or her from a number of current responsibilities. Thus freed from time-consuming but non-productive activities, the teacher can move in the direction of more personalized and humanized teaching.

5) Television has been a spur to the re-evaluation of all our aims and commitments and has been remarkable as a catalyst in bringing groups together across country and their traditional lines that used to separate them. ETV has triggered more co-operation than has any other educational device.

(b) Communication with the Community

It is becoming more and more essential to interpret the work of the school to the community at large. New curricula, new techniques, new teaching resources and the changing student-teacher relationship require interpretation, explanation and parent understanding if these programs are to be truly effective. Television is a potential to bring these important messages to the home, and to provide various community groups with programs to promote the discussion of education problems. Thus, television can become the communication link between home and school, school and parent.

(c) Professional In-Service Education

Another significant area of contribution for "out-of-school" television is the continuing professional development of the teaching staff. The numbers of teachers involved in large urban centres, problems of access, scheduling, released time, et cetera, make effective in-service education very difficult, at best. Many of the problems could be over-

come through television, and in-service training and the continuing education of the professional, can be made available to the largest possible number through this medium.

(d) Home-bound and Pre-School Education

The home-bound student (whether as a result of short or long term illness) and the handicapped child, who cannot attend school, can be profitably served by educational programs in the home. Television programs directed towards pre-school children and their parents can be given to provide orientation to better prepare these children for school. Production of a kindergarten nature would assist to fill the void which exists at this level of education.

(e) Enrichment and Special Programs

Home programming can provide material of an enrichment nature, special programs for exceptional children, and general guidance and personal development for the difficult adolescent years. It can help in supplementing in-school learning and recreational skills but can also prepare the child for what is actually happening in school. Many of the ever-increasing demands to expand the school curriculum (driver education, sex education, leisure time and vocational education, et cetera) could be met through the use of television, with the added advantage of involving students with parents—thus not only providing help to the child with vocational and other problems but to the parent to enable him to assist the child.

IV. *The Stake of Institutions of Higher Learning in ETV*

(a) Formal Adult Education

The compelling needs of the world today are such that universities will have to take greater responsibility to inform the whole citizenry and expand their services beyond their campuses. Such responsibility ranges from meeting the problems of those who are functionally illiterate or only slightly better, to the highly literate. This will include possibilities for vocational training in such subjects as bookkeeping, accounting, shorthand, business law, et cetera, as well as in-service training, especially in business and mass re-training for automation. Co-operation with specific associations concerned about special problems of public interest, such as lip-reading, care of the eyes, et cetera, have great potentiality. Thus, educational television will have an

important role to play in formal education for a mature audience—able and highly motivated students eager to enrol for credit or non-credit in college level TV courses.

(b) General Adult Education

Educational television can serve the many separate audiences that constitute, in their aggregate, our Canadian society. There are those who are concerned with matters of local interests; there are those who would wish to look to television for special subject matter such as new plays, new science, sports not now televised commercially, music, the making of a public servant, and so on almost without limit. Programming of the news could grow to encompass both facts and meaning, information and interpretation. With the added dimension of a university faculty, the television station could be historian in addition to being journalist. The intellectual resources of a great institution can give perspective and depth to interpretation of the issues of the day. ETV can show the interplay of people and events in terms of time and place, history and consequence. It can search out the influences which different fields have upon each other, looking at the relationships between science and politics, art and therapy, technology and agriculture, psychology and warfare, outer space and international relations, and all this without the conventional rigid approach to scheduling which has to resort to modules of time which have a market value.

(c) Continuing Professional Education

The need for professional faculties to communicate with their graduates, providing them with new information and new material on a continuing basis, is of serious concern to all institutions of higher learning. The faculties of Medicine need to reach doctors and other medical personnel with continuing medical education. The teacher training institutions need to reach teachers and the parents. Engineering and other technical institutions have similar needs.

(d) Development of Local Talent

Local talent can be encouraged and developed. In the university community, there will be opportunities for expression for writers, producers, directors, performers or artists who believe they have something to contribute to the culture or to the perception of their fellow citizens. At the same time, the University will be able to carry on research

in the use of television as a medium of communication. As this whole complex develops the pool of qualified personnel in the country grows.

V. Importance of VHF Channel for ETV

All of the foregoing is possible with broadcast television which can enter the home. In Metropolitan Edmonton this will, of course necessitate a VHF channel allocation since the community has hardly any UHF receivers. VHF will mean a potential audience and it will mean lower costs than UHF, which requires costlier transmission facilities to cover the same area, and higher costs in terms of reception on campus as well as off-campus in receivers, antennas, et cetera. Thus, it is hoped that education in general, and educational television in particular, are regarded as tools for the extension and improvement of the environment necessary to the fulfilment of our national interests.

VI. Summary

In the long run, then, educational television like the printing press and other great revolutionary developments in communication will spread knowledge outside the realm of formal education.

The educational community does not see the schoolroom as an isolated point in space divorced from the public at large. It is important that classroom instruction be broadcast and not merely piper from point to point. It is highly desirable for the public to have the opportunity to look into the classroom through these communications media.

Educational television is a kind of television which is aimed at the minds of particular people, not in order to manipulate or persuade or help sell products, but in order to help shape and develop those minds. Educational television has to be concerned with both training and education; training being the transmission of skills, and education being the development of the capacity for meeting problems.

It is safe to say that national purpose is something integral to whatever goes on in the minds of people. Educational television has a unique and significant role to play in both the extension and improvement of the educational and cultural environment necessary to the fulfilment of our national interests; therefore the opportunities afforded by television must become more readily available for all educational

tion. This means that the Federal Government must take the steps necessary to assure for every Canadian the opportunity to receive ETV signals.

Instruction is a continuing process which must reach outside the classroom and into the home, the office, the factory, the farm—wherever people live and congregate. The electronics revolution now taking place in education is dramatically expanding the opportunities for teaching and reaching people in all locations and environments.

VII. Technical Advantages of VHF over UHF Transmission

While we do not wish to present a full technical study to The Committee, it would seem wise to quote, in summary, the findings of extremely competent authorities on the technical advantage of VHF over UHF transmission.

(a) VHF Provides a Better Signal Technically

The following excerpt is a summary of findings on UHF transmission, as reported on page 223 of *ETV: THE NEXT TEN YEARS*, published by the Stanford Institute on Communications Research, and distributed by the United States Office of Information:

"In section 2.1 it has been pointed out that, under average conditions, UHF signals are propagated more poorly than VHF signals; or, that the range of UHF transmitters is less than that of VHF transmitters for equal radiated powers. In section 2.2 the poorer performance of UHF receiving antenna systems was discussed. In section 2.3 it was noted that UHF television receivers now have poorer noise factors than VHF receivers; and that while this condition may be partially alleviated in the future, UHF will never show to an advantage in this matter in comparison with VHF. In section 2.4 the advantage of UHF operation over VHF operation with respect to external noise was pointed out. With the exception of the last item, all comparisons favor VHF television, and even when making allowance for this last factor, the overall comparison certainly favors VHF television."

(b) UHF Transmission is More Expensive

Our studies have shown that certain of these factors can be compensated for, but at extremely high cost in comparison with VHF

television. We have quotations ranging from 2-1/2 times, to 4 times, the cost of low-band VHF.

Our studies have also shown that:

- UHF receivers are subject to 2-3 times greater signal drift than VHF; hence require much re-tuning.
- Severe shielding occurs with UHF, not just by topography but by trees and buildings.
- UHF lead-in cable costs more and is subject to greater loss of quality.

UHF transmission is at a double disadvantage: its service range is less than that of VHF but its interference range is greater.

(c) Scarcity of UHF Receivers

Perhaps even more critical than UHF's technical disadvantages is the fact that, in Canada, virtually no one is exposed to them. There is no "All-Channel" law in Canada. The City of Edmonton probably has an insignificant number of UHF receivers.

To institute UHF transmission without an "All-Channel" law can be demonstrated as foolhardy by examining the experience of the United States.

The following quotation is taken from the *National Association of Educational Broadcasters' Journal* of April, 1963, in an article by Paul Herlinger. It is written a few months before President Kennedy's July 10, 1962 "All-Channel" law was scheduled to become effective:

"Presently most of the six million TV sets sold each year in this country receive only the familiar channels 2 through 13 in the Very High Frequency range of the TV spectrum. About ten years ago, the Federal Communications Commission, which regulates American radio and TV stations, began intermixing the 12 VHF and the 70 UHF channels in an effort to help the growth of television. The FCC did this with the belief that the public would be attracted by the prospect of having far more TV stations from which to choose. However, the plan failed, and UHF fell flat on its face. People just weren't interested in spending extra money to add UHF reception to their receivers, especially when those sets tuned the VHF channels quite adequately."

In case The Committee may assume that with the enforcement of the "All-Channel" law, this situation ceased to exist, we would quote from the October 16, 1967 issue of BROADCASTING:

"...despite the passage of the all-channel law—requiring sets to be capable of receiving UHF as well as VHF signals—five years ago, the public is denied 'the full enjoyment of all-channel television services' because of the lack of significant progress in the development of UHF tuners."

VIII. Recommendations

The great power of television is that it continues to educate us long after we have left the classroom. It replenishes our store of information, stimulates our perception, challenges standards and affects our judgment. If we look upon the purpose of education as an aid to deriving greater satisfaction from our work and from our play, then educational television should be available to assist in the process.

To insure an extensive rather than a sparse and haphazard development of educational television, channels must be reserved now; therefore, we recommend that:

1. Any legislation pertaining to educational television treat education as a continuing process.

2. Legislation regarding educational television establish priorities for the use of the most favourable technical channel allocations now available for use of educational broadcasters.

3. Educational television be given top priority in allocation of such channels.

4. Consideration be given to legislation requiring that all receivers manufactured be capable of receiving all channels.

5. A thorough technical study be made of channel availabilities across the country.

6. *In communities where applications have been made for an educational television station, such applications be expedited without further delay.*

IX. Appendix—Situation of The Metropolitan Edmonton Educational Television Association

(a) Purpose of Appendix

The purpose of this Appendix is to summarize these facts:

- That there exists in Edmonton a Metropolitan Educational Television Association with clear-cut objectives in ETV programming which seeks a VHF license.

- That this organization—MEETA—represents ALL community education authorities.

- That it is funded, organized, staffed and already involved in the preparation of programs.

- That it has, through the procedures required by current legislation, and with no demur from any government department or agency, made application for a license for one of the two existing VHF channels in this community.

- That its technical plans have been approved by the Department of Transport.

Our contention is that what has been developed in four years of serious planning will be lost if we are unable to gain access either on a permanent or temporary basis to a VHF license.

(b) History of MEETA

In 1963, representatives of the Edmonton school systems, the University's Department of Extension and the Department of Education met to explore the addition of television to the framework of education in the Edmonton community on a co-operative basis. A first step was to clarify thinking on the specific contribution which ETV might make in education and whether indeed it was technically feasible. Funds were raised and an eminent American consultant was engaged at a cost of \$6,500 to study the matter. His report, accepted in principle by each local education authority, served as a starting point for planning the specific use of the medium. This was the first occasion in the history of Edmonton in which all educational authorities; the University of Alberta, the Edmonton Public School System, the Edmonton Separate School System, the Department of Education of the Province and contiguous rural school systems had brought themselves together in common purpose. The development thus far commended itself to the Provincial Government and subsequently the Department of Education joined this group as a partner.

These educational authorities, legally organized as MEETA, having satisfied them-

selves as to what was desirable in terms of program content and feasible technically, initiated an application for a VHF license. The association followed the procedure stipulated by current Federal legislation for such a license in close consultation with the office of the Secretary of State from which encouragement was received. The Board of Broadcast Governors was consulted and its advice taken. Technical plans were approved by the Department of Transport.

What has eventuated is the most advanced development in educational television in Canada. MEETA has an active Board of Directors, complemented by important working committees, the membership of which reaches out across the whole educational establishment and to the lay community as well. It has a full-time staff of eight, including a Coordinator, its own office building, access to studios, a budget currently of the order of \$192,000. Pending access to broadcast facilities, it is preparing stocks of programs for release.

(c) The VHF/UHF Decision—How It Will Affect MEETA

There exist in Edmonton a commercial television station and a CBC television station. MEETA's application, made according to the procedure laid down by present Federal legislation, was for one of the two remaining VHF channels, 11 or 13. Only during the period that MEETA's brief has been filed with the office of the Secretary of State awaiting

consideration, a period of some seventeen months, has it been brought to the attention of MEETA that the government might offer a UHF license instead of a VHF license.

If MEETA is denied a VHF license, its work to date, its integration of all community education authorities in this venture, its acquisition of finance, its recruitment of staff, its preparation of programs will largely have gone for nothing.

Since UHF reception is practically an impossibility in our community, the opportunity of sharing school programs directed at children with parents; of beaming programs to handicapped children in their homes; of directing refresher education to teachers where they live; of presenting programs of adult education, would be ruled out. Given these circumstances, ETV in this community could not be supported.

It might be argued that, as a matter of national policy, UHF channels should be reserved for education. It is not our intention to debate this point here. What does appear clear, however, is that given substantial differences in television reception problems from region to region and province to province, individual applications should be considered on their merits. Should it become an established policy of government to reserve the UHF channels for education, *we would contend that on a temporary basis at least, and until a reasonable number of UHF receivers are evident in the community, MEETA should have access to one of the VHF channels.*

APPENDIX "S"

BRIEF TO THE PARLIAMENTARY COMMITTEE ON BROADCASTING

This Brief presented by the B.C. Educational Television Association, the Canadian Association for Adult Education, and the B.C. School Trustees Association comes as a result of the National Conference on educational television (ETV) sponsored by the Canadian Association for Adult Education (CAAE) in March 1967.

Our purpose is to record the interest of the BCETVA, CAAE, BCSTA and associated organizations in educational broadcasting and to describe our particular concerns about its development.

The above named and associated organizations represent a broad sampling of those concerned with educational broadcasting in our province. The representatives include such organizations (and their various divisions) as the University of B.C., the B.C. Medical Association, Simon Fraser University, B.C. Teachers' Federation, Vancouver Board of School Trustees, B.C. Library Association, B.C. Parent-Teacher Federation, Department of Education, Audio-Visual Directors and Provincial Government Departments. The primary aims of these associations are

to provide a co-ordinating group for the development of ETV in British Columbia
to promote and encourage the use of educational television in formal and informal education for both adults and children

The BCETVA has fostered ETV in this Province by sponsoring workshops and seminars, evaluating regional ETV possibilities and establishing a liaison with developing education systems in the Province.

The BCETVA, the CAAE and the BCSTA and their affiliated groups are vitally concerned about the development and co-ordination of an ETV system as proposed in the White Paper on Broadcasting. In the society in which we now live education must have access to modern technological developments. We therefore submit the following proposals:

THE FEDERAL RESPONSIBILITIES

We agree with Section 9 of the White Paper on Educational Broadcasting which states that

the Government will create a "new federal organization licensed to operate public service facilities." To meet educational purposes and needs this new organization must be a separate federal authority.

The new federal organization should have sufficient federal funds to provide broadcasting and production facilities. It will also require the necessary equipment, personnel and space to copy programs for use on different makes of equipment and for simultaneous use in different locations, as well as regional tape libraries with a national exchange system. Such dubbing facilities are essential if television is to be available to all in British Columbia and at convenient hours.

To make ETV effective, the Federal Government should take immediate steps to allow the release, for use in the public interest, of material currently inaccessible, in particular those productions of bodies financed by public funds, such as the CBC and the National Film Board.

We believe that, in addition to provincial and organizational operating funds, federal monies must be appropriated for educational productions, particularly in the areas of public education and research and training in the use of ETV.

We also believe that a Canadian ETV network requires federal funds for inter-provincial operations.

Present television broadcasting takes place on VHF Channels 2-13. These are called the very high frequency channels. There are, however, more than 70 additional channels available for television broadcasting in that spectrum called the ultra high frequency band (UHF). At present, however, home television sets are unable to receive ultra high frequency broadcasts unless adapted at a cost of \$30-\$60 a set. We disagree with Section 6 of the White Paper to the extent that we believe that were VHF channels are available priority should be given to reserving these for educational use. We are concerned that if UHF channels only are available for ETV, several years will pass before Canadian TV sets are generally equipped to receive ETV broadcasts.

To expedite the future use of UHF channels for educational broadcasting we recommend that the Government requires that all TV sets sold in Canada be equipped to receive UHF broadcasts. For the present, however, it is essential that ETV have access to VHF channels.

THE PROVINCIAL RESPONSIBILITIES

We agree with statements in the White Paper that regional councils be the responsible provincial authorities. Such regional councils would be generally representative of the educational community.

The regional council should be the recipient of the broadcast licence; it should develop and enforce policies regarding the operation of the station and, within its delegated powers, should set standards of programming and co-ordinate local programming needs.

We believe that, except for Federal funds as requested above for specific programming and technical aid, participating members of the council and those receiving benefit should be responsible for programming and management costs.

Because of its interest and activity in the field of ETV the B.C. Educational Television Association trusts that it may be involved in the development of ETV systems for British Columbia.

SUMMARY

The BCETVA, CAAE and associated groups request that the Federal Government consider the following proposals regarding ETV broadcasting:

1. Establishment of a separate ETV federal authority.
2. Provision of broadcast, production and dubbing facilities, with provision for a national tape exchange system.
3. Provision of funds for specific education productions, and for research and training in ETV.
4. Reservation of sufficient available VHF channels for educational use and a requirement that new television sets be equipped to receive UHF broadcasts.
5. Authorization of regional councils: (a) to hold the broadcast licence; (b) to develop and regulate local policies; (c) to co-ordinate local program needs.
6. School Boards, the Provincial Department of Education and all other participating members and bodies when using services should pay fees toward program and management costs.

Respectfully submitted,

B.C. Educational Television
Association

June 15, 1967

APPENDIX "T"

BRIEF TO THE STANDING COMMITTEE ON
BROADCASTING, FILMS AND ASSISTANCE TO THE ARTS
ON THE SUBJECT OF EDUCATIONAL BROADCASTING

by

Colin A. Billowes, P.O. Box 16,
26 Sandwell Crescent, Kanata, Ontario.

This brief concerns itself with four aspects of the proposed legislation:

- The definition of Educational Television;
- The problem of commercialism;
- Frequency allocation;
- Community Antenna Television (CATV or cable television)

The committee will be well aware of the great care and foresight which will be needed in the drafting of ETV legislation, if this medium is to yield its full potential and value in Canadian society. It is hoped, therefore, that the following points will assist the committee to this end.

1. *Definition of ETV*

(Item 2(d) of the outline of some points for possible Federal legislation)

This definition severely restricts the use of an ETV system, and seems to demonstrate a misconception on the part of the drafters of the nature of ETV. The concern here is that the definition is too constrained, and should be expanded considerably. It is, therefore, suggested that this expansion should include the following points. It is also felt that this expansion should include comments on commercialism, which are covered by Item 2 of this brief.

- (a) Programmes which could be considered to be of a cultural, artistic or musical nature.
- (b) Programmes of interest on current and public affairs, especially the in-depth intellectual type.
- (c) Programmes on sports, hobbies and pastimes, with perhaps some emphasis on minority and amateur sports.
- (d) Programmes of a political nature, with constraints regarding equal allocation of time.

(e) Programmes of a general educational nature which do not lead to examinations or credits in the particular subjects. There is a wide variety of educational subjects here which would be precluded by the present definition.

It is realised that the above points are open to some debate, especially the one on political programmes. However, the key issue at stake in this criticism is that many types of programmes which, by no stretch of the imagination, could be considered commercial, would be precluded from broadcast on the ETV network by the restrictions of the definition of ETV. Examples of some of the types of programmes which would not be possible come easily to mind, such as the promotion of bilingualism and biculturalism, increasing public awareness of current issues, general knowledge programmes, and artistic and cultural programmes in general.

If ETV is to be significant, the definition of suitable programmes must be considerably broadened along the lines above.

2. *Commercialism*

Whilst programme content may be a Federal-Provincial jurisdictional problem, the absence of any control regarding commercialism would seem to be disastrous, to say the least. Item 12(1) is to be strongly condemned for even allowing a crack through which floods of commercialism could invade and pollute the ETV network.

It is unfortunate that North America has had little experience of what constitutes good public service television, and it is even more unfortunate that so many people, through ignorance, have come to accept broadcast television as a mere soap-peddling soap opera medium.

It is, therefore, strongly recommended that rigid rules be incorporated in the ETV regu-

lations, precluding any form of commercialism, with perhaps a number of exceptions, which should be clearly specified. One such exception should permit public service and safety notes of the nature of those which presently appear on commercial television.

It would probably also be acceptable to allow programmes of the educational type outlined in Item 1 of this brief to be commercially sponsored, to the extent that some or all of their cost could be absorbed by sponsors, and their assistance recognized in a simple sub-title inserted at the beginning and end of each programme. It is felt that many corporations who do not presently use broadcast television as an advertising medium would welcome the opportunity of participating in this manner.

In addition to the point that commercialism would tend to perpetrate popular programmes of dubious value, to the detriment of other higher value programmes, it is also felt that any programme requiring the degree of concentration which ETV would expect to command, would be ruined if it were punctuated every few minutes by an irrelevant, non-factual, and probably largely untrue statement of the quality of a particular manufacturer's product.

Also, it would seem that nothing in these regulations prevents the advertising of beer and cigarettes, and products of this nature, during educational programmes for children.

3. *Frequency Allocation*

The draft regulations suggest that ETV should be restricted to UHF band transmission. The first point to be made here is that this immediately implies that it is a second-class citizen in the broadcast world, and will, in any case, be out of reach of domestic receivers in many areas, until such time as UHF band receivers are commonly found in the home. ETV should not have to start with this weighty constraint on its back.

Experience in the U.S.A. has indicated that where an area has only an ETV station in the UHF band, its penetration outside of schools is severely restricted. However, where a commercial station is also available in the UHF band, penetration occurs much more rapidly.

It should even be seriously considered, therefore, whether the commercial television should not be kicked upstairs to the UHF band, at least in part, to allow for at least one

ETV station at VHF. Whilst this suggestion has merit, it is not entirely practicable. Nevertheless, it is recommended that no further commercial VHF licences be issued, unless space is left for at least one VHF ETV station.

The regulations simply do not reflect the vital urgency of using ETV to its maximum, if Canada is to solve its educational problems. In particular, ETV should take precedence over commercial broadcasting, including the CBC.

4. *Community Antenna Television (CATV or Cable Television)*

CATV will increasingly carry all forms of broadcast television, and it has been seriously predicted that the time will come, at least in North America, when television broadcasting as such will vanish, and all programmes will be carried on cable. The absence of any mention of this important area again illustrates the lack of forthought which went into the drafting of these regulations. It is, therefore, proposed that all future CATV licences include a clause making it obligatory for the operator to carry his nearest ETV signal.

The Department of Transport's advice on this subject should be sought before the regulations are final.

Conclusion

Readers will detect a strong bias in this brief against commercial television. The author makes no apologies for this, being convinced that commercial television has contributed little to the health, wealth and education of the nation. ETV can rectify this omission if it is given a fair chance. The proposals contained in this brief could help to ensure this.

* * *

Résumé on the Author

The author is a Graduate Engineer, having spent the last four years employed by two different corporations on the study of applications of technology to education. This work has entailed much study in the area of educational television, its limitations and its potentials, its failures and its successes. This brief is the outcome of this background. The views expressed are the personal ones of the author, and are in no way connected with his employers or associates.

OFFICIAL REPORT OF MINUTES
OF
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ALISTAIR FRASER,
The Clerk of the House.

HOUSE OF COMMONS
Second Session--Twenty-seventh Parliament
1967-68

STANDING COMMITTEE
ON
**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 16

LIBRARY MONDAY, MARCH 4, 1968

APR - 8 1968

UNIVERSITY OF TORONTO

Respecting the
Subject-matter of broadcasting and televising
of Educational Programs.

WITNESSES:

From the Association of Universities and Colleges of Canada; Commission inter-universitaire des cours télévisés et radiodiffusés; and Ontario Universities' Television Council: Rev. Dr. Roger Guindon, President, Association of Universities and Colleges of Canada; Dr. G. C. Andrew, Executive Director, Association of Universities and Colleges of Canada; Dr. W. E. Beckel (Scarborough College, University of Toronto); Professor Claude Frémont (Université Laval); Dr. D. L. C. Miller (Scarborough College, University of Toronto); and Mr. Duane Starcher (Memorial University of Newfoundland). *From the Association of Canadian Medical Colleges:* Dr. J. Wendell Macleod, Executive Secretary; Dr. de Guise Vaillancourt, Assistant Dean and Director of Postgraduate Medical Education, Faculty of Medicine, University of Montreal; and Dr. Andrew T. Hunter, Director of Continuing Education, Faculty of Medicine, University of Western Ontario.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968

STANDING COMMITTEE ON BROADCASTING, FILMS
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Asselin
(*Charlevoix*),
Mr. Basford,
Mr. Béchard,
Mr. Brand,
Mr. Cantelon,
Mr. Cowan,
Mr. Fairweather,

Mr. Goyer,
Mr. Jamieson,
Mr. Johnston,
Mr. MacDonald (*Prince*),
Mr. Munro,
Mr. Nugent,
Mr. Pelletier,
Mr. Prittie,

Mr. Prud'homme,
Mr. Régimbal,
Mr. Reid,
Mr. Richard,
Mr. Schreyer,
Mr. Sherman,
Mr. Simard—(24).

M. Slack,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

MONDAY, March 4, 1968.

(30)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 4.00 p.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Béchar, Berger, Cantelon, Fairweather, Johnston, MacDonald (*Prince*), Pelletier, Prud'homme, Reid, Richard, Stanbury—(11).

In attendance: *From the Association of Universities and Colleges of Canada; Commission interuniversitaire des cours télévisés et radiodiffusés; and Ontario Universities' Television Council:* Rev. Dr. Roger Guindon (University of Ottawa), President, Association of Universities and Colleges of Canada; Dr. G. C. Andrew, Executive Director, Association of Universities and Colleges of Canada; Dr. W. E. Beckel (Scarborough College, University of Toronto), Member of the Board of Directors and of the Educational Television Committee, Association of Universities and Colleges of Canada, and Member of the Ontario Universities' Television Council; Professor Wayne Dralle (University of Alberta), Member of the Educational Television Committee, Association of Universities and Colleges of Canada; Professor Claude Frémont (Université Laval), Chairman, Educational Television Committee, Association of Universities and Colleges of Canada; and Vice-President, Commission interuniversitaire des cours télévisés et radiodiffusés; Mr. Normand Jutras (Université de Montréal), Executive Secretary, Commission interuniversitaire des cours télévisés et radiodiffusés; Professor W. J. McCallion (McMaster University), Chairman, Ontario Universities' Television Council; Dr. D. L. C. Miller (Scarborough College, University of Toronto), Member of the Educational Television Committee, Association of Universities and Colleges of Canada, Executive Assistant, Ontario Universities' Television Council; Mrs. D. R. Patterson, Secretary, Educational Television Committee, Association of Universities and Colleges of Canada; Mr. Duane Starcher (Memorial University of Newfoundland), Member, Educational Television Committee, Association of Universities and Colleges of Canada. *From the Association of Canadian Medical Colleges:* Dr. J. Wendell Macleod, Executive Secretary; Dr. de Guise Vaillancourt, Assistant Dean and Director of Postgraduate Medical Education, Faculty of Medicine, University of Montreal; Dr. Andrew T. Hunter, Director of Continuing Education, Faculty of Medicine, University of Western Ontario; Dr. Bruce P. Squires, M.D., Ph.D., Assistant Professor of Physiology, Faculty of Medicine, University of Western Ontario.

The Committee resumed consideration of the subject-matter of broadcasting and televising of Educational Programs.

The delegation from the Association of Universities and Colleges of Canada, Commission interuniversitaire des cours télévisés et radiodiffusés, and Ontario Universities' Television Council was called, and Rev. Dr. Roger Guindon, called on Professor Frémont, who introduced the members of the delegation.

Dr. Beckel read the brief, and then Messrs. Beckel, Frémont, Andrew, Miller and Starcher were examined on various aspects of Educational Broadcasting.

At 5.00 p.m., the Committee agreed that Mr. Richard be Acting Chairman for the balance of this sitting: the Chairman, Mr. Stanbury, retired, and Mr. Richard presided.

The examination of the witnesses being concluded, the Acting Chairman thanked them for their presentation and they were permitted to retire.

The Acting Chairman called the delegates from the Association of Canadian Medical Colleges and Dr. Macleod read their brief.

Doctors Macleod, Vaillancourt and Hunter were examined on their brief and supplied additional information.

Agreed.—That the document by Dr. A. T. Hunter, entitled, "The Use of Broadcast Television in Continuing Medical Education" and the document by Dr. de Guise Vaillancourt, entitled, "Continuing Medical Education by Television—A Canadian Experience", (both documents appended to the brief of the Association of Canadian Medical Colleges) be printed as Appendices to the Proceedings of this day. (*See Appendices U and V*).

The questioning of the witnesses being concluded, the Acting Chairman thanked them for their presentation.

At 5.45 p.m., the Committee adjourned until 9.30 a.m. on Tuesday, March 5.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Monday, March 4, 1968.

• 1559

The Chairman: I call the meeting to order. Our witnesses this afternoon represent the Association of Universities and Colleges of Canada, Commission interuniversitaire des cours télévisés et radiodiffusés, and the Ontario Universities Television Council.

The Chairman of this delegation is Rev. Dr. Roger Guindon who is President of the Association of Universities and Colleges of Canada. May I welcome you and your colleagues, sir. Perhaps you will start by introducing the members of your delegation and then present your brief to us.

• 1600

Rev. Dr. Roger Guindon (University of Ottawa, President, Association of Universities and Colleges of Canada): Thank you very much, Mr. Chairman.

[Translation]

If I may, Mr. Chairman, I would like to ask the Chairman of the Committee responsible for the brief to introduce the other members of the delegation.

Mr. Claude Frémont (Chairman, Educational Television Committee, Canadian Association of Universities and Colleges, Vice-president, Commission interuniversitaire des cours télévisés et radiodiffusés): Mr. Chairman, may I introduce the members of the delegation, starting, if you do not mind, with myself, Claude Frémont. I am chairman of the Educational Television Committee of the Canadian Association of Universities and Colleges.

To my right, Mr. W. E. Beckel, dean of the University of Toronto, Director and member of the Educational Television Committee of the Canadian Association of Universities and Colleges and member of the Ontario Universities' Television Council; Mr. Normand Utras, Executive Secretary of the *Commission interuniversitaire des cours télévisés et radiodiffusés* for French-speaking Canadian universities. On his right, Mrs. D. R. Patter-

son, Secretary of the Educational Television Committee of the Association of Universities and Colleges of Canada. Dr. D. L. C. Miller of the Toronto University, Member of the Educational Television Committee of AUCC, and also Executive Assistant to the Ontario Universities' Television Council. On his right, Dr. W. J. McCallion, President of the Ontario Universities' Television Council; Professor Duane Starcher of the Memorial University of Newfoundland, Member of our Educational Television Committee of the AUCC and finally, Mr. Wayne Dralle, Member of our Educational Television Committee from the University of Alberta who is also a member of the Educational Television Committee.

In the back, I would like to mention Mr. Andrew our Executive Director of the AUCC and Dr. Macleod of the Canadian Medical Association.

• 1605

[English]

Mr. Chairman, as you will realize we have a representation that covers most of the provinces of our country and, in fact, we represent the concerns of the universities throughout Canada, and it is in co-operation that our three groups have prepared the brief that is going to be presented. With your permission, I will ask Dean Beckel, if you think it wise, to read the brief which will take about 15 minutes. Then questions can be asked by the members of the Committee.

The Chairman: Dean Beckel, you are quite welcome to do that if you wish.

Dr. W. E. Beckel (Member of the Board of Directors and of the Educational Television Committee, Association of Universities and Colleges of Canada): Thank you, Mr. Chairman.

The Association of Universities and Colleges of Canada, the Commission interuniversitaire des cours télévisés et radiodiffusés, and the Ontario Universities' Television Council—an affiliate of the Committee of Presidents of Universities of Ontario—are pleased to present this submission on educa-

tional broadcasting to the Standing Committee on Broadcasting, Films and Assistance to the Arts.

The majority of Canadian universities are now or will shortly be engaged in considerable programming of educational offerings arising initially from on-campus needs. A list of the universities now engaged in television or radio production includes:

Newfoundland

Memorial University of
Newfoundland

Nova Scotia

Dalhousie University

New Brunswick

Mount Allison University
University of New Brunswick
Université de Moncton

Quebec

Sir George Williams University
Université de Sherbrooke
Université Laval
Université de Montréal
McGill University

Ontario

University of Ottawa
Carleton University
Queen's University at Kingston
York University
McMaster University
University of Toronto
University of Guelph
University of Waterloo
University of Western Ontario
University of Windsor
Lakehead University
Laurentian University of Sudbury

Manitoba

University of Manitoba

Saskatchewan

University of Saskatchewan

Alberta

University of Alberta
University of Calgary

British Columbia

Simon Fraser University
University of British Columbia

Some universities are engaged in a large-scale production and distribution of credit and non-credit educational programs. The commitment on the part of the universities to produce educational programming is thus obvious. University educational programming is of value to a public beyond our campuses; therefore there is undoubted need for broadcast distribution of this programming.

We agree with the Secretary of State who said recently that

Canadian universities... have a legitimate interest in using the facilities of the new agency (the proposed educational broadcasting agency).

As universities we have a strong national and international interest, but we also have strong provincial interests which would include us, for educational broadcasting purposes, within "the absolute priority of the provincial educational authorities".

In this brief we address ourselves to educational broadcasting as we see it from our experience, and also to the *Outline of some points for possible Federal Legislation*, submitted to the Standing Committee by the Secretary of State on February 8, 1968.

Assuming that the responsibility for broadcasting is federal and the responsibility for education is provincial, our attention is focused on the appropriate mixture of broadcasting and education, the appropriate interaction between federal and provincial responsibility. As a general frame of reference we approve the following quotation from the address of the Secretary of State:

Federal policies in the field of communications must not work to impede but to assist provincial authorities to discharge their responsibilities for education. Accordingly the government will seek approval to establish a new federal agency to hold licences, to operate educational broadcasting facilities, and to negotiate with the provincial authorities for their use, as a matter of priority over other users.

Our first recommendation, then, is that there be a national educational radio and television broadcasting agency responsible, in co-operation with the provincial authorities, for the development and implementation of the distribution of educational programs serving both the English and French-speaking population across Canada.

We expect that such an agency would co-operate closely with the Canadian Broadcasting Corporation and private broadcasters and would operate in accordance with the conditions of any licence or licences issued to it on the recommendation of the Canadian Radio-Television Commission.

We recognize that "educational broadcasting" needs to be defined, but we believe that the definition in the *Outline*, section 2(d), is impracticable and unrealistic. Therefore, our second recommendation is that "educational programs" should mean "programs that are designed to provide a continuity of program content aimed at the systematic acquisition or improvement of knowledge by members of the audience to whom such programs are directed, and, whenever possible, under circumstances such that the acquisition or improvement of such knowledge is capable of being supervised".

Our third recommendation is that the Board of the national educational broadcasting agency have a substantial representation of both English and French-speaking educators and other members of the public who have or have had educational responsibility.

To strengthen co-operation further in educational broadcasting, we recommend that some educators be appointed to the proposed Canadian Radio-Television Commission, and also to the Board of the Canadian Broadcasting Corporation.

As a fourth recommendation we recommend that the terms of reference of the new educational broadcasting agency include, also, responsibility for federal-provincial interaction through which the agency could urge the formation of appropriate educational programming authorities in each province representing a wide variety of educational interests, concerned with the needs of both English- and French-speaking audiences. This responsibility should include also co-ordination and co-operation across provincial boundaries, and at the national or international level. We support the proposal announced for the establishment in Ontario of a provincial programming authority serving all legitimate educational interests in the province, recognizing that other means may be adopted for other provinces.

Our fifth recommendation is in support of the proposal in section 10 of the "Outline" that the Agency should consult with the provincial educational authority of each of

the provinces in order to determine the nature of the educational broadcasting facilities required for the purposes of each such authority and in order to determine from time to time the locations in which such facilities are most urgently required.

We further support the proposal in section 11, sub-section 3, that the Agency

shall give priority in the use of facilities provided and operated by it to the broadcasting of educational programs for or on behalf of provincial educational authorities and, in order to ensure such priority, no agreement providing for the broadcasting by the Agency of educational programs shall be entered into between the Agency and any educational organization or institution without the approval of the provincial educational authority of the province in which the broadcast would originate...

• 1610

We recommend that the federal government recognize that some regions of Canada will need support for program production facilities and operations not as yet available within recognized resources, and that the national educational broadcasting agency, in co-operation with programming authorities in each province would, on request, make arrangements to finance or otherwise assist in the production of programs as well as providing and operating facilities for broadcasting these programs.

We would draw attention to item 9, subsection 1 (c) and (d), of the "Outline", and recommend that procurement of the production of educational programming or the procurement of educational program materials, by the agency, from within or outside Canada by purchase, exchange, or otherwise, be on the request of provincial programming authorities only.

We are concerned with item 12, "Additional powers", in which it appears that the Federal Agency could make transmission time available to any broadcaster if it were unable to contract with provincial authorities for the utilization of the full time available. We wish to urge that the provincial authorities have an absolute claim to the maximum time they are able to use.

We believe that there should be no restrictions on the ways in which universities may reach an audience; therefore our sixth recom-

mendation is that educational needs should receive full consideration equivalent to all others when any transmission facilities are assigned, such as radio frequencies, 2500 Mhz, VHF, UHF, cable, or satellite. It follows that we oppose the suggestion that educational television broadcasting should be *restricted* to UHF channels.

We realize that limitations of VHF channels necessitate the use of many UHF channels for educational broadcasting. Our seventh recommendation is that the federal government recognize that there will be an extremely limited audience for UHF channels unless some assistance is given to the general public for conversion of existing sets and aerials to enable UHF reception. The assistance might take the form of tax rebate or other subsidy for a limited period.

Our eighth recommendation is that federal action be taken to require that all television receivers sold in Canada be equipped to receive all channels.

Our ninth recommendation is that the obligations of the Canadian Broadcasting Corporation and private stations to provide scientific, cultural, and public affairs programming should not be diminished in any way by new legislation governing educational broadcasting. A corollary of this recommendation is that universities should not be restricted to broadcasting over educational channels and frequencies, and that they should also be able to retain traditional relations with the Canadian Broadcasting Corporation and private stations.

That is the substance of our brief, Mr. Chairman.

The Chairman: Thank you, Dr. Beckel. Will you proceed with your questions, Mr. Reid.

Mr. Reid: Yes, Mr. Chairman. Perhaps I might deal with the conversion of sets, points 7 and 8 of your brief, Dr. Beckel. Are you aware that the new legislation which I understand has now been passed by the House of Commons and the Senate already provides for this?

Dr. Beckel: Yes, we are. What we are worried about is the time it would take for the effect that that legislation might have on the audience that we are interested in.

Mr. Reid: In other words, if, for example, the regulations were not put into effect say in the next model year we would have lost another year.

• 1615

Dr. Beckel: This would still cause grave difficulties for our audience however because I suspect it would be a rather long period of time, perhaps 10 years, before people who had only one television set in their house at the present time and were either waiting for it to wear out or until they could afford a new set would buy a new set that had all channel reception capability. We therefore would be left with the majority of people in the country still owning television sets that could only receive very high frequency distribution, and this would result in a very considerable restriction in the audience.

Mr. Reid: In other words, you want the government, as soon as possible, to implement the provisions of the current Broadcasting Act thereby forcing new models coming off the assembly line to have the all-channel capability and then to provide, also in the form of a subsidy, encouragement to correct this situation in the existing sets.

Dr. Beckel: That is correct.

Mr. Reid: Do you have any idea of the cost of putting the extra channels on current sets now?

Dr. Beckel: It would vary between \$65 and \$85 if it involved both the conversion of the set and the correction of the existing aerial, which really involves a new head and a change in the aerial situation to allow for ultra high frequency reception.

Mr. Reid: There are no stations broadcasting ultra high frequency in Canada now?

Dr. Beckel: No, there are not. Ultra high frequency signals are sometimes recorded and put through cable distribution systems in heavily populated large urban areas but, to my knowledge, there is no transmission facility. Other members of our delegation may have a more detailed answer to that question than I have.

Mr. Reid: I want to deal now with your last point, No. 9, the obligation of the CBC and private broadcasters to present programs of an uplifting nature. Do you see the new adult education stations being completely devoted to the good things like instructional television or the various levels of education, or do you see them operating on sort of a semi-open basis giving university lectures, high school classes or public school classes during their broadcasting time?

Dr. Beckel: I certainly see them in the latter category. I think it would be a shame if we too narrowly restricted educational broadcasting so that education, which is a very broad area of endeavour in modern society, was not made possible by means of this broadcasting facility.

Mr. Reid: How would you define education in terms of educational television then?

Dr. Beckel: We have attempted to define education in terms of educational television in recommendation No. 2, in the hope that we could demonstrate that we were interested in living in the real world to the best of our ability, recognizing also that educational broadcasting would need to be defined but also recognizing that we are not anxious to see rigid restriction applied to educational broadcasting so that individual programs that might be considered out of context as broadly cultural or of a public affairs nature could not be broadcast, but we would assume that the educators so broadcasting them would consider them as part of what we call "systematic acquisition or improvement of knowledge".

Mr. Reid: Using that definition you could classify the CBC news as an educational program.

Dr. Beckel: That is quite right.

Mr. Reid: That is the point I was really getting at. No matter how you define education you are never really going to come down to a satisfactory definition which will really deal with the constitutional regional definition with which we must deal.

Dr. Beckel: I suspect that that is correct.

Mr. Reid: In other words, we will have to make a decision as to what is educational broadcasting and what is not.

1620

Dr. Beckel: And I would like to submit that if you do, it will perhaps be a meaningless definition because, unless you have some magic system for policing it, education being what it is and being so important to the general public they will recognize that almost anything that is broadcast can be considered educational and I suspect it will be very difficult to stick to a narrow restrictive definition.

Mr. Reid: We have been trying to arrive at definition in this Committee of instructional television—that is, courses which could be broadcast say from the university and credits given or courses which could be beamed

directly into high school and public school classrooms which could not only present new facts but could also be used as a supplement—and the larger field of educational broadcasting, by which we mean general enrichment programs; for example, the series the CBC is doing on Parliament Hill which I regard as an educational program, but perhaps under our definition of instructional television it might not be so considered. Could you help us decide where to draw the line? I do not think the federal government wants to get into the position where they are providing other authorities with a complete transmitting set so they can create their own provincial broadcasting networks, but we would like to properly assist in the development of educational television and we have a great deal of doubt in our minds—at least I do—as to how this is going to develop.

Dr. Beckel: We have to speak today from the universities' point of view when we direct ourselves to the Committee, and I suspect you will find that as universities we are one of the most selfish groups that you can find anywhere when it comes to defining education.

Mr. Reid: All groups that come before us are selfish.

Dr. Beckel: We really feel very strongly that when as educators we have made a decision about what we consider to be educational, and we have defined the audience that we think should be able to receive that education, we would be very unhappy if it were not possible within this educational television network that you are describing to put those kinds of programs before the audience that we think should be receiving them. For that reason we certainly are anxious to see a very broad definition achieved.

At the same time, we recognize the importance and the value of the broad cultural programs that are now being produced by the CBC and by private broadcasting, and we are very anxious to see these continue. We are also anxious to become involved and to maintain our involvement with them and we hope this will continue in the future and that they will be assisted by universities and will involve universities. This is really the essence of our ninth recommendations where, because we are selfish, we are seeking the best of all possible worlds. This means not only close and intimate contact with the CBC and private broadcasting, but also as little restriction as possible on what contact we could make

with an educational television broadcasting system either provincially, interprovincially or nationally.

Mr. Reid: I have one final point, Mr. Chairman. We have had representations from one of the—if I may describe it this way—less endowed regions, New Brunswick, and it was brought to our attention that they might not be able to afford some of these programs and to bear all the production costs that go into the presenting of these courses for the elementary and secondary school levels, let alone the university area.

I would like to suggest that perhaps it is not as necessary for the universities to use the audiovisual combination that is presented by television as much as it is being used. You could supplement it to a great extent with radio facilities.

Dr. Beckel: Could I just have a restatement of this question?

Mr. Reid: It is not all that necessary to have television for the universities because radio to a large extent can be used to supplement it.

• 1625

Dr. Beckel: I agree that radio is an important medium of distribution and we do not want to downgrade this at all but the visual impact of the television medium in terms of teacher retaining, in terms of continuing education at the professional level other than the profession of teaching and in terms of people involved in credit courses for a variety of reasons in regions where they could not get into a central university campus is most important. I would certainly agree that the lack of the visual image would inhibit the development of the education, and for that reason we are very strongly committed to the television operation in the same way we are committed to our closed circuit operation on campus, where we could also have hooked up audio-distribution systems if we had thought these were adequate. We tried these in a number of universities and found they were not adequate.

Mr. Reid: Do you think because some provinces are richer than others that this will lead to a centralization of courses and approaches to education in Canada? Should we be able to set up a system such as this?

Dr. Beckel: Yes, I think there are difficulties here. One of the major difficulties is the fierce price that individual professors have in their own pronouncements. Perhaps that is a rather strong word to use, but...

Mr. Reid: That is the correct word.

Dr. Beckel: I suspect that it is. However, you would be surprised at the amount of enthusiasm that is growing among university professors about using materials produced at other universities as points of contact in their lecture courses, not as a substitute for the professor but as a substitute for many of his formal pronouncements which are then used as a foil for discussion between the class and the professor. I feel strongly that we will see a widespread use across the country of programs that are produced on videotape, for example.

Mr. Reid: That is fine, Mr. Chairman, I will pass.

Mr. Cantelon: There were two parts of your brief in particular on which I would like you to elaborate. At the bottom of page 5 you indicate concern and suggest the government recognize that in some regions of Canada we need more support than others, and that some arrangements should be made to finance or otherwise assist these areas. Would you like to develop that a little more?

Dr. Beckel: I must plead ignorance on this matter, Mr. Chairman, but there may be other members of our delegation who wish to comment. Those of us who worked closely on the brief did not feel that we were competent to describe to this Committee ways and means which the federal government might be able to find to make money available to those provinces that could not afford production facilities. We only hoped that whatever ways and means might be found that they would be found within a co-operative operation that involved those provinces, rather than an agency that owned a whole series of production facilities and then perhaps leasing them to the province, unless it was clear that ultimately the province would be able to pick up the tab for those production facilities. However I must admit, sir, that I have no further information to add to this. I am sure it is a thorny point.

Mr. Cantelon: I feel the same way. I must say I rather sympathise with that viewpoint and I wonder if you would care to elaborate a little more. There was another point on page 6 where you said you oppose the suggestion that educational television broadcasting should be restricted to ultra high frequency channels. We have heard this before and I wonder if you would care to say something more about it.

Dr. Beckel: I am sure we will be saying the same things as those who have commented to you before have already said, sir. Our concern is that ultra high frequency transmitters are very expensive to purchase in relation to very high frequency transmitters when you consider the distance that can be covered with an equivalent amount of power, and for that reason we are talking about a lot more money going into ultra high frequency transmitters if a very high frequency channel is already available that could be assigned at the lesser amount of money. The difficulty in getting into areas that are sparsely populated and covering these areas with the higher cost transmission facilities seemed unfortunate to us if they could be covered at less cost with very high frequency transmitters, and at the same time advantage could be taken of the fact that any television sets already located in that sparsely populated region would be capable of picking up very high frequency signals. Also, they would have to be covered if ultra high frequency signals were to be picked up in that region. Although we knew there were some areas where UHF would have to be used, because there simply were no VHF channels available, we were pleading that wherever VHF channels could be made available, considering the importance of getting an educational program to these regions that I am talking about, that they be made available for educational purposes.

1630

Mr. Cantelon: I might say that this is the same plea that was made by the Alberta Government and by the university people who came with them from Alberta, and it seems to me it is the same sort of plea that would be made by people in my home province of Saskatchewan. There would seem to be little need for the other type of broadcasting there.

I am interested in what Mr. Reid said and to carry it a little further, you suggested that it costs \$65 to \$85 to change a regular receiver such as we have today so that it could take the ultra-high frequency. This would cost a good deal of money. I do not know how many receivers there are in Canada but it would certainly amount to a lot of money.

Dr. Beckel: That is right. I am afraid it would.

Mr. Cantelon: I wonder if this is a very feasible proposition under such circumstances?

Dr. Beckel: Again, universities attempt to be as feasible as possible but they begin with the premise that there is an ideal to be aimed

for. In our opinion the ideal is an audience that we can reach. I think it is fair to say we recognize we are speaking of a considerable sum of money, but we feel the need to get to this audience so strongly that we are making this particular statement to the Committee.

The Chairman: I think you wanted to add to that answer, Mr. Starcher did you not?

Mr. Duane Starcher (Member, Educational Television Committee, Association of Universities and Colleges of Canada (Memorial University of Newfoundland)): Mr. Chairman, a double cost is incurred; there is the additional cost of UHF and then the cost of reception if we are trying to reach the individual home.

Perhaps I might refer to a typical case in Newfoundland. There is a town that used to be called Middle Gut and which now has been upgraded to St. Vincent's. It is approximately 65 to 80 miles from St. John's. I was visiting a gentleman there whose television set did not work. He explained the symptoms to me and, as I was supposed to understand all about television sets, I said, "Well, it is probably such-and-such a tube. Why do you not get it checked?" He said, "I could not do that. I would have to take my television set to St. John's. I would have to strap it to my car because this set will not fit in the trunk." He has to go to St. John's to get a tube checked. However, there was a circuit rider repairman—somewhat like the old piano tuners and old lawyers, as a matter of fact—who would come through once every three months and change all his tubes for him. Perhaps this was not the trouble but the repairman changed them just on principle.

I think introducing UHF into the life of this gentleman at a cost of \$80, and putting him at the mercy of shysters and people 80 miles away is out of the question. Eighty miles is an incredible distance for a person of low income in Newfoundland to travel; it requires the services of a taxi.

I suppose Newfoundland is different from other sparsely settled areas, but bearing in mind the geographic and economic problems there, and until satellite-to-home transmission is possible, I just do not think where the use of VHF is possible that it should be thrown over as an expedient for conformity or for the protection of commercial broadcast rights in the future.

Mr. Cantelon: You have forecast the next question I was going to ask.

• 1635

The Chairman: Mr. Cantelon, I think Dr. Andrew also wanted to add something, if you want to get a little more mileage from your question.

Dr. G. C. Andrew (Executive Director, Association of Universities and Colleges of Canada): Mr. Chairman, I just wanted to illustrate one or two of the matters in which we are particularly interested. Those matters include the continuing education of school teachers and the upgrading of the education of school teachers through the faculties of education in the universities and the continuing education of paramedical people, which you will hear about from the Association of Canadian Medical Colleges.

In both these cases if we really want to staff schools in centres which are even too small for UHF, one cannot, so to speak, load the dice against staffing those schools by not providing access to continuing education for the teachers who go there. One of the greatest uses of educational television is going to be the continuing education and the upgrading of the education of people such as school teachers. Universities now send people out and school teachers send them in. Referring to an area that I was familiar with in British Columbia, they came into Nelson, for example, from a radius of 20 or 30 miles around there for a weekend refresher. If you cannot provide the refresher courses where people are living, which you cannot do by UHF even in a centre the size of Nelson because it will not carry, then they will not take jobs in remote centres; they will only take jobs where they can continue their refreshment in education. If you do this you will be perpetuating the cultural deprivation of the more remote areas of the country.

Mr. Cantelon: I completely agree with you, of course. There is a rather strange anomaly here, though. I gather you are suggesting that all the sets in the Dominion should be modified and yet at the same time you are arguing that there is a great portion of this Dominion—the biggest portion of it geographically—where we do not need that kind of modification.

Dr. Beckel: That is correct.

Mr. Cantelon: This does not bother you?

Dr. Beckel: We are pleading for the use of VHF where it is feasible and resorting to UHF where it is necessary.

Mr. Cantelon: Then why is it necessary to suggest that we subsidize the changing of every set in the Dominion?

Dr. Beckel: I really must admit I am not talking about subsidizing every set. I think we actually would be more realistic if we associated this subsidy with a person who could demonstrate in some magical way that he was making specific and valuable use of educational broadcasting, such as this professional retraining for credit or...

Mr. Cantelon: Excuse me. In other words, then, he is in an area where he can make use of it. Otherwise there would be no sense in his modifying his set.

Dr. Beckel: That is correct.

Mr. Cantelon: This is the point I wanted to bring out. That is all I have, Mr. Chairman.

[Translation]

Mr. Béchard: Mr. Chairman, I would like to ask some questions to Mr. Frémont, since he is from the province of Quebec.

Mr. Frémont, I imagine that you accept the definition, suggested in this brief, of televised educational broadcasts, or educational television or educational broadcasts. Are you ready to admit, as Dr. Beckel did, that the CBC news could be considered as educational broadcasting?

Mr. Claude Frémont (Laval University): I think we are here faced with a dilemma, in the sense that we have to establish a distinction here in a field such as that of education in which everything can be included. And then, the distinction must be established to enable one to distinguish where UHF or VHF, etc., will be used. In a broad sense, I am willing to admit that news is an element of education, of culture and of information. In this sense they are educational.

I do not think that Dean Beckel meant to say that the universities consider the news broadcast by the CBC or other information media as university courses, or as elements of university education. I do not think that this is what he wanted to say.

• 1640

But in a general way, it is an element of education, it is educational. Here we are more

particularly interested in educational television for the purpose of teaching and used as such by universities.

Mr. Béchard: You say that you do not intend to control, but in the brief, you add:

"...whenever possible, under circumstances such that the acquisition or improvement of such knowledge is capable of being supervised."

This is somewhat the declaration of the Minister in the draft bill which was submitted.

[Translation]

You do not intend to control, for example, with the students, a piece of yesterday's news which states: "Paul VI has appointed five new Canadian Cardinals."

Mr. Frémont: I definitely do not think so. This is why we expressed this broader definition of educational television. Namely that in many cases—I will give you an example—there could be a conference, or a seminar of university people or specialists in a certain field, and we could consider this important to a general or restricted group of the population.

But obviously we could not, for instance in the field of medicine, which was mentioned. We could, with difficulty, require an examination from doctors who have listened or were present at this seminar, this demonstration by a specialist. Nevertheless, I think that this is quite specifically educational television at the university level, with the purpose of informing or developing, or shall we say, continuing the information that is given to certain classes of the population.

But then, I think it will be just as difficult to demand examinations than to refuse later to broadcast these programs on networks available to educational television, under the pretext of no examinations. This is the position we recommend and adhere to.

Mr. Béchard: On page 6 paragraph 5:

We recommend that the Federal Government recognize that some regions of Canada may need help at the production level of educational broadcasts.

May need help means financially, I suppose.

Mr. Frémont: Financially or otherwise.

Mr. Béchard: The aim of the Government, I believe, through the proposed bill, is to facilitate means of educational broadcasts on television or on radio. So, I think this is the sole purpose of the Government and not to introduce...

Mr. Frémont: No precisely. But I think that this could be done at the request of provincial authorities, and by this I understand such provincial groups dealing with educational television. And it could happen that, under certain circumstances or probably for financial reasons, it would be difficult to produce a certain number of programs in these provinces.

As for me, I could easily see that the federal agency could facilitate agreements or exchanges with other groups producing the material which could reasonably be accepted by the province concerned. In this sense, the Federal would facilitate the procuring of the material. But this, I believe, should be done at the request of the provinces involved.

Mr. Béchard: Ever since the Committee has started to study this matter in particular, it has received objections, and there are some in your brief as well. I do not remember on which page but I remember that you are opposed to the limitation of educational broadcasts to UHF or ultra high frequency. Could you tell us exactly why? Is it because it is too costly, or because of the extent of the territory, or what?

•1645

Mr. Frémont: This matter has been the object of discussions for some time now and I think that what the universities are asking for is to reach their eventual audience. It seems that if the act provides a restriction to the effect that educational television can not be transmitted other than by UHF channels, this could prove, in certain circumstances, to be not the most efficient and cheapest way to reach the audience we want to reach. And that is all we are asking for. We want to reach our audience.

The UHF channels permitting, then, we have no objection to this, but we say that practically, it will be difficult to stick with the UHF channels only. That is why we would not want restrictions, whenever possible, on the use of VHF channels.

Mr. Béchard: You no doubt know, why it is restricted to UHF? You must know that the other VHF channels are presently limited.

Mr. Frémont: In a great number of areas, this is true. There can be a certain number of areas where channels are still available and where it would be advantageous to use them. Thank you, sir.

Mr. Pelletier: I would like to come back, sir, to page 6 of your brief and to this matter of assistance the Federal government, according to you, could provide directly, not only in terms of transmission, but, if I understand correctly the meaning of the paragraph, in terms of the subject matter of educational programs.

You say: "assist financially or otherwise". I have two questions. When you say: "assist financially", do you mean direct grants somewhat similar to the grants given to universities, which have once given rise to problems you know, or do you mean perequation payments which would help poorer provinces? And does the word "otherwise" mean only what you just said, that is exchanges with other countries and other provinces made through the Federal government, or do you lend another meaning to this "otherwise", which is remarkably vague?

Mr. Frémont: You are right, it is rather vague. I would like to be more explicit, if possible. First, you mentioned the matter of financial assistance. We did not stop to consider the pattern upon which could be built this agreement between the Federal government and one province or the other willing to participate. We would here have to find what would be the best alternative, under the circumstances.

As far as the matter of other kinds of assistance is concerned, this could take the form, I imagine, of technical assistance, of information on modes of production, etc.; of documentation; of lending of personnel; there could be, of course, what has already been mentioned, exchanges of programs already recorded which could be made available, either from sources situated within the country or even, occasionally, from outside sources.

Mr. Pelletier: Perhaps you could give us a little more detailed explanation of your definition of educational television, and of the meaning it bears in your mind. This definition is given in the English version, in the second paragraph, on page 3, and in the French version, in the second paragraph, on page 4. Could you tell us a few words on the ele-

ments included in this definition and explain them to us as you understand them.

Mr. Frémont: Of course, this could be the \$64,000 you are asking me.

Mr. Pelletier: The figure rises from one meeting to another.

• 1650

Mr. Frémont: It is not easy to define what is the field of education and, consequently, of educational television. What perhaps was cause of concern to us, in the proposed document, what that educational television was given a restrictive definition, being a series of programs, oriented towards a specific aim, of which we agree, but that should be controlled by a number of ways, of which registration of courses and examinations is one.

And we have considered that in many cases there are indeed examinations and we are ready to accept the general definition, up to a certain point.

But we have also considered, that there are other cases where the universities, although they have the duty and the mission to broadcast certain forms of information and of educational television, cannot practically give examinations. This is where we told ourselves that if we are to restrict the educational channels, if their use is limited by the definition that has been suggested, then for many cases, we are limiting the possibility of using these channels.

That is why we wanted to add a "nuance" to leave an open door by putting in the English text "whenever possible", when the subject matter is suitable. In that respect, we are completely in agreement.

We wish to point out that there are also other fields, and more and more, I believe where it is impossible, practically, to act otherwise. We finally limited ourselves to this definition which, I agree, is still rather vague but which is nevertheless more general than the one suggested in the outline.

Mr. Pelletier: It appears to me as being an interesting one. I think there was a conscious effort here to more or less circumscribe the notion of educational television. And I am not here to abuse it, but to commend it.

I want to be sure that I understood you exact thinking when you say:

"Programs that are designed to provide a continuity of program content aimed at

the systematic acquisition or improvement of knowledge”.

I think this would mean to exclude ordinary informational programs which would be regular but not progressive.

Mr. Frémont: Precisely.

Mr. Pelletier: In other words this should take the form of a systematic acquisition of consequences. In other words, one program has to add to the contents of the former one.

Mr. Frémont: Precisely. For instance, we could imagine informational programs for social science students, which would be conceived in such a way as to promote the acquisition of a certain amount of knowledge, and which would be progressive and not simply an isolated document which could be cultural and interesting, but not an integral part of a course. On the other hand we think there will be a certain number of broadcasts contained in a general formula. It could be a broadcast, for instance, on the occasion of the visit of a famous scientist, and that would be an informational broadcast given to a specific group.

Mr. Pelletier: Just as, for example, in certain universities, we make use of the daily newspaper to give seminars on international affairs.

Mr. Frémont: Yes, if you wish.

Mr. Pelletier: When you go on to say:

... give to the audience and to the listeners the means to acquire or improve systematically their knowledge...

do you wish to exclude everything that would be merely intelligent or artistic programs, in the broad sense of the word, profitable *per se*, but without any implication of pedagogical system in their development?

Mr. Frémont: Exactly. And we think that that is not the universities responsibility. This is fine; we must have programs of this kind, and I think that CBC, among others, and private stations, can contribute largely to this. But it is not, I think, the responsibility of the universities to produce this kind of program.

• 1655

Mr. Pelletier: And finally you say:

... presented in such a way as to let us control this acquisition or this improvement of knowledge.

You fatally suggest a relation between the teacher and the student in educational television.

Mr. Frémont: This covers systematic courses.

Now, of course, in a number of cases, we add: “as far as possible”. There can be times when control is impossible. The ideal would be to be able to control all these courses.

Mr. Pelletier: In fact, your own definition excludes what we could call, by a vague but generally accepted term, the “cultural programs”. It is more than that for us.

Mr. Frémont: It is more than that.

Mr. Pelletier: Your definition is more specific...

Mr. Frémont: Exactly...

Mr. Pelletier: ... and places this area beyond the scope of educational television.

Mr. Frémont: Let us say that it does not exclude it as such, but this is not the immediate aim. Of course, there will be a number of courses given by the universities which people not registered to these courses will be able to receive and draw profit from and for whom they will be cultural programs. But this is not as such the aim of these programs.

[English]

The Chairman: Mr. Pelletier, if you will permit I think Dr. Andrew and Dr. Miller would like to add something to those answers on that subject before you go on.

Dr. Andrew: I just want to say that my sympathies are with this Committee in trying to distinguish between what is broadly educational and what is broadly cultural. We are aware that these terms overlap. In fact, I have a good deal of sympathy with Mr. Jean-Noël Tremblay when he says that which is educational is broadly cultural and it is very difficult to distinguish.

I think Mr. Davis' evidence before this Committee was to the same effect. We have been trying to say, in a sense, that we feel the CBC, the public broadcasting system, should continue to be responsible for public affairs, scientific and cultural broadcasting as in the past, and that the new institution should start from the point of view of being specifically educational in the elementary and secondary senses of the word.

There is a point at which higher education becomes a cultural acquisition and this is the cause of your difficulty and our difficulty. If we have been vague it is because we recognize that there is a coincidence of interest here. However, we wanted so to define things that neither should the CBC be able to withdraw from cultural interests, scientific and public affairs, nor should the new agency be able to try to force the public broadcasting system to withdraw from these cultural areas.

Those are our concerns, and we are also, of course, very much concerned about being able to provide through the new instrument educational and cultural refreshment to professional people in remote areas of the country.

Mr. Pelletier: Do you recognize that there are so many border cases as to create a whole area that you can cut with a knife?

Dr. Andrew: That is right. I hope that an overlap between educational and cultural will be recognized. We have spent too long in my opinion in trying to say that there is a knife edge here and I think, as a matter of fact, Mr. Tremblay has performed a service to the whole country by saying there is no knife edge. Now, I think it is up to Parliament to recognize that there is no knife edge and to see that there is an overlap which they must try to deal with.

The Chairman: I am going to have to excuse myself. I am sorry to leave this interesting afternoon. If the Committee will permit, I shall ask Mr. Jean Richard to take the Chair since the Vice-Chairman is not going to be available for very much longer either. Is it agreed that Mr. Richard act as Chairman for the remainder of this meeting?

Some hon. Members: Agreed.

The Acting Chairman (Mr. Richard): Mr. Pelletier?

[Translation]

• 1700

Mr. Pelletier: I only have one more question, Mr. Chairman. It is said on page 7 of the French text, at the end of paragraph 5:

"We emphasize that the provincial authorities responsible for educational television have an absolute claim to the antenna time they might need."

For instance, do you think it is normal and reasonable that the provincial authorities in

Ontario, when they appeared before the Committee last week, said in their brief,—I quote from memory, but I hope it is right: "We reserve right now the whole of the time available on the networks that will be established, because we know we will need all of it." Do you think this is a normal attitude, on the part of provincial authorities, when they already know that educational television needs in their provinces are practically limitless?

Mr. Frémont: It seems normal to me if in fact they need all this period of time.

Mr. Pelletier: All other permission to broadcast on the networks would only be granted if the provincial authorities cannot themselves use all the broadcasting time available.

Mr. Frémont: Exactly. This future network will evidently be created for educational television and I think the responsibility, everyone will admit, rests with the provinces; therefore the provincial authorities should have absolute priority on the allocated time.

Mr. Pelletier: Thank you, Mr. Chairman.

[English]

The Acting Chairman (Mr. Richard): Are there any further questions?

Dr. Beckel: If I may comment on that last question, when the representation was made by the Province of Ontario they were making it, as they explained to me, on behalf of the provincial programming authority which is about to be inaugurated in that province. To ensure that I am not misinterpreting your question, that will encompass pre-school, primary, secondary, university and adult education. They were not asking specifically for all of the available time; just for primary and secondary school broadcasting.

Mr. Pelletier: That was very clear. What I wanted to make clear was that you gave absolute priority to the provincial authorities in that field and for the use of these facilities.

Dr. Beckel: That is right.

The Acting Chairman (Mr. Richard): Are there any other questions?

Mr. Reid: I have, Mr. Richard.

The Acting Chairman (Mr. Richard): Mr. Reid?

Mr. Reid: Perhaps I could ask Dr. Beckel one more question on their fifth recommendation? If deals with the additional powers referred to in the draft legislation. You state:

We are concerned with item 12, "Additional powers", in which it appears that the Federal Agency could make transmission time available to any broadcaster if it were unable to contract with provincial authorities for the utilization of the full time available. We wish to urge that the provincial authorities have an absolute claim to the maximum time they are able to use.

It was my understanding that this clause was inserted to enable all sectors of the educational community to have access to television time. Clearly you see this in a different interpretation. Would you care to spell it out?

Dr. Beckel: I would refer to page 5, where we quote again from the "Outline" that the Agency

"... shall give priority in the use of facilities provided and operated by it to the broadcasting of educational programs for or on behalf of provincial educational authorities, and in order to ensure such priority, no agreement providing for the broadcasting by the Agency of educational programs shall be entered into between the Agency and any educational organization or institution without the approval of the provincial educational authority of the province..."

This is just a reinforcement of the situation that is stated on page 6, that we feel that if an appropriate provincial programming authority is established, representing the legitimate interests of all parts of the educational community, then we foresee at least some measure of reason being applied when applications for time are made by spurious educational organizations. This is as nebulous and difficult a thing to define as is educational broadcasting, or the financial assistance that we think might be possible for certain provinces that may not be able to afford production facilities.

Mr. Reid: Let me give you an example. Suppose there arises a conflict between, say, production of what I would term an enrichment course and a credit course which the university wishes to give, or between a university credit course and, say, a program by sportsmen on proper hunting procedures.

Dr. Beckel: If I may answer that question, we assume that the provincial authority will be so constituted that these requests will be properly adjudicated. As I understand the Minister's statement about the provincial authority apropos Ontario, this will not be made up just of Department of Education representatives; it will be representative of the educational community at large, and it will receive money from the provincial budget. But it will, essentially, work in a relatively autonomous way with that money, recognizing, of course, that there are specific priorities for the secondary and primary schools educational situation. Money is going to define the tune the piper plays, whether we like it or not.

Mr. Reid: My theory is that I can foresee new storage means developing in a few years, which will really take open-channel broadcasting for secondary and primary education out of the field of television. But I do see that universities, because of their attempt to gain wider audience, will have probably the most legitimate use for open channels; and I do see a series of conflicts arising over the utilization of this scarce time.

It seems to me that there has to be some means of providing for these types of clashes. We cannot really say that all provincial authorities are going to be set up on the Ontario model and that they are going to provide the means by which the educational people concerned can work out their differences. We also have to take into consideration that, using your broad definition of education, organizations such as the hunters and perhaps even car manufacturers, and so on, may have a legitimate claim to this time as well, particularly within a definition of broadcasting as broad as yours. Nothing really can legitimately be excluded.

That is all I have to say, Mr. Chairman.

Mr. Fairweather: There is an implication there. What do you mean? That may be the case, but what do you propose?

Mr. Reid: I have no proposal. I am just trying to find out those people who are really now in the front lines fighting for time and money from various authorities. I am hoping that they can give us some advice on the means of providing this. I am not too happy myself, for example, to have this particular provision in the draft bill; but at the same time I do recognize that we will have to provide some machinery for the adjudication and solution of these cases.

The Acting Chairman (Mr. Richard): Dr. Andrew?

Dr. Andrew: Mr. Chairman, we have no more reason to believe that the provincial governments will be less than zealous in setting up educational authorities that will encompass all the legitimate educational needs of their province than we would have if the federal government were setting them up. In fact, the provinces have more experience in the fields of responding to educational needs than has any other authority. Therefore, it is our assumption that, although all educational authorities may not achieve the perfection of the anticipated Ontario one, they will be reasonable in allocating time for all the purposes. In short, we have no reason to believe otherwise.

Dr. Miller (Scarborough College, University of Toronto): I really wanted to support Dr. Andrew's point. I think it would be possible to write a definition that would help a little, and I know that these are all nebulous words; but the suggestion that we insert the phrase "recognized educational authorities," leaving it up to the programming authorities within each province—I think there will obviously have to be some arbitrariness in this, no matter how you define it, because I think we are really involved with semantics here. We do have to give some prerogatives to the authorities in this area; and we have to rely on them to do this in a way that will satisfy us. I think our concern, in any case, is with the universities.

On the matter of definition, to add to what Professor Frémont has said, many things are now going on within the universities to which no credit whatever attaches. I have here, for example, a calendar from the University of Toronto showing their division of university extension for non-credit courses. There are something like 70 or 80 of these courses that have no credit whatever attached to them. In fact, I teach one of these myself.

• 1710

Mr. Reid: I used to teach one myself, too.

Dr. Miller: They satisfy all of the requirements except this matter of direct supervision, and the definition as it is excludes them. It also excludes the kind of thing that the Medical Association people will probably be talking about later, the development that is now going on in the University of Western Ontario where there is a very legitimate university aim of giving what I suppose are upgrading or refresher courses for medical

practitioners—an extremely valuable aim. This would now be quite excluded by this definition. I think most of us on the Committee do not really mind how the definition is spelled out so long as the universities are not excluded by it.

Mr. Andrew: You are talking about the definition contained in the first statement, not our definition.

Dr. Miller: I thought it was rather interesting that the statement by the Secretary of State—not in the draft legislation but on page 4 of her statement—on educational television before the Committee contained the same phrasing that we have used, which was:

The results achieved by the participants in the programs must be capable of being ascertained by examinations if possible, or by some other means of supervision and checking.

I would be quite happy with that statement; I am not happy with the draft legislation.

The Acting Chairman (Mr. Richard): Dr. Beckel?

Dr. Beckel: I just wanted to comment that it will be recognized that we are already expert at playing this game of getting our pound of flesh.

Mr. Reid: I realize that, Dr. Beckel.

Dr. Beckel: But there really will not be any change in the rules just because we have a programming authority.

Mr. Reid: In other words, the elbows will continue to fly and the knives will be unsheathed.

Mr. Fairweather: I suggest, though, the national government is expert in finding fictional formulas to fit the constitutional rule about education. This is a two-way street and this is part of our problem in this country. Manpower retraining is a perfect example of this. If we are going to play it, we had better be indirect about it.

Dr. Miller: Mr. Chairman, I think this would be recognized by a programming authority of the kind that certainly is envisaged for Ontario. I have no doubt that the kinds of people who would be on that board would be very concerned about things such as manpower retraining, northern development and many things that come within federal interests.

Mr. Fairweather: It is interesting for me to sit on this Committee and in Parliament and watch. I say this with great respect because our association has taught this M.P. at least a good deal about this game that is being played in the nation and I love to watch it. It is played by the great, the near-great and the would-be-great. I think one of the best confrontations we ever had was with your Co-Chairman, who gave me great insight into the fact that the politician was really considerably behind the university community in feeling that there were areas in this so-called education bloc that could be negotiated. I am sure Dr. Andrew remembers the occasion. Certainly I do, I will never forget it.

The Acting Chairman (Mr. Richard): Dr. Beckel, in view of the fact that students' councils have such an increased voice in university affairs, and as they have not made any representation to this Committee to date, I wonder to what extent you foresee they would have access as a voice from the campus to the facilities of educational television.

1715

Dr. Beckel: This is the wrong year for the universities to attempt to speak on behalf of the students.

The Acting Chairman (Mr. Richard): I thought, Dr. Andrew, that perhaps universities now had some students on their boards and you could speak on their behalf.

Dr. Beckel: I think the answer to that question, Mr. Chairman, is that so far all of the effort that has been directed along the lines of student power has been directed through faculty councils, senates and boards of governors of universities. There have been a few exceptions where they have broken off and attempted to set up their own educational institutions. This may become more common and we certainly will have to face that problem when we come to it, but the general rule has been to work through what they consider to be the recognized academic body of the universities and merely seek far greater representation on those bodies. I would expect it would continue in this way and that there will be more representation on these bodies, but they will then be speaking through the recognized university authorities.

The Acting Chairman (Mr. Richard): But your question was do you foresee that they will have some of their activities broadcast over these facilities or that they as a student body,

will initiate some programs on their own over these facilities?

Dr. Beckel: I would not want to hazard a guess.

The Acting Chairman (Mr. Richard): Are there any other questions?

I want to thank the Association of Universities and Colleges of Canada and their distinguished representatives very much for appearing before us today. It was both an honour and a favour to have been in the presence of such distinguished people, and I hope we all have benefited from their learning.

Order, please, gentlemen, we have one more brief. The next brief will be presented by the Association of Canadian Medical Colleges—l'Association des Facultés de médecine du Canada. The delegation consists of Dr. Macleod, who is the Executive Secretary of the Association of Canadian Medical Colleges, Dr. de Guise Vaillancourt, Dr. Andrew T. Hunter and Dr. Bruce P. Squires.

• 1720

Dr. J. Wendell Macleod (O.B.E., M.D., F.R.C.P. (C) Executive Secretary, The Association of Canadian Medical Colleges): Thank you, Mr. Chairman. We would like to thank you for the permission to appear here today.

The Association of Canadian Medical Colleges is an associate member of the Association of Universities and Colleges of Canada, which has just presented its brief, and we are grateful for the opportunity to appear before you.

The membership of the Association includes 16 medical colleges in Canada, 13 of which are now engaged in the teaching of medical students and 3 of which are developing.

We are presenting this brief with the knowledge and support of the Association of Canadian Teaching Hospitals, which is affiliated with ACMC and the Royal College of Physicians and Surgeons of Canada and which is responsible for establishing standards of advanced graduate training in the specialties and for setting examinations for the certification of specialists. I might add that the College of Family Physicians of Canada, formerly the College of General Practitioners of Canada, also fully backs the points of view which we wish to emphasize.

First of all, our Association joins with and fully endorses the recommendations presented

by the Association of Universities and Colleges of Canada in the past hour.

Our statement merely sets forth the special concerns of the medical faculties of Canadian universities and the staffs of the teaching hospitals in which undergraduate and graduate training in the medical fields is conducted.

We would probably find, if we had organized ourselves, that our sister professions in the health field would have the same point of view.

The first point is that we entirely support the intent to establish an Educational Broadcasting Agency.

We believe that as educators and physicians we have a deep responsibility, not only to undergraduate medical education and to residency training but also to the continuing education of the practising physician through his active professional career, whether he be a specialist or a family physician, and to the education of the public in health matters of public concern and interest. Thus, through the process of continuing education at the professional and lay levels, we may continue to provide a high standard of health care in Canada.

As everyone knows, medical knowledge is expanding and changing rapidly as a result of continuing advances in research affecting the medical and related scientific and technological fields. On the other hand, the country faces a shortage of medical manpower which will undoubtedly become more acute. This shortage places heavy demands on the currently practising physician and limits the time available for him to familiarize himself with the medical advances that have been made. Indeed, there is evidence to show that there is a wide variation in the competence of physicians which seems to become more pronounced as the years after graduation accumulate or pass. In addition, using traditional methods of education, there is a limit to the number of qualified educators capable of disseminating new information to the practising physician to the extent required.

This problem of making effective use of qualified teachers to disseminate medical information to all physicians has been tackled up to the present in a number of ways. There are frequent scientific meetings designed for the education of the practitioner. For example the College of Family Physicians of Canada is a voluntary organization of general medical practitioners which encourages continuing education of the physician. One criterion for

membership in this organization is the provision by each candidate of evidence of attendance at organized educational programs for a stated number of hours per year. Also certain medical journals are devoted primarily to the continuing education of the practitioner. There has been sufficient concern with the problem of continuing education that every medical school in Canada has developed an administrative organization devoted primarily or solely to the continuing education of practising physicians. Though all of these may achieve some measure of success, by themselves they fail to present to the physician a readily accessible, carefully structured program of continuing education.

• 1725

I may say that during the past year the departments or bureaus for continuing medical education in the medical schools have established an association of the directors of these programs, and Dr. Vaillancourt of Montreal is the secretary of that group.

It is not suggested that television is the final answer to the maintenance of educational standards, but most certainly it should act in a complementary and supplementary way to the more conventional methods of continuing medical education. Furthermore, it will undoubtedly provide a motivating factor for further study, and appended to this brief are two papers that have been published by Dr. Hunter of the University of Western Ontario and Dr. Vaillancourt of Montreal illustrating programs in Western Ontario and in the Province of Quebec.

Television could serve a useful function in presenting a large amount of information across wide areas of the country and in providing a regular schedule of programs of medical education. Furthermore, the nature of television provides for the most effective use of the limited supply of qualified medical teachers.

There is a growing volume of information on the use of television broadcasting for continuing medical education in the United States, the United Kingdom and Canada. Although it is too early to draw any conclusions from the experiences of medical educational broadcasters, it is evident that the programs are watched by a substantial number of physicians and we are certain that the conclusion will be made ultimately that broadcast television has an important and growing role in continuing medical education programs.

In Canada most experiments in medical television education have been made through arrangements with commercial television outlets for production and broadcast facilities. As a result, the production and distribution of programs have been considerably subjected to the influence of and alteration by the exigencies of the commercial enterprise. As more widespread use of facilities develops, it is obvious that these influences will grow into actual conflicts. I think I would use the substantive—may develop, may grow into actual conflicts. Thus, while being very appreciative of the considerable effort made on our behalf by the commercial broadcasters, we are aware that immediate steps must be taken to ensure the development of radio and television facilities for educational purposes solely.

The second point is that we urge the term "educational programs" be defined to encompass education in its broadest sense.

Currently programs of continuing medical education require no formal enrolment of the members of the audience nor do they grant "credit" to such members of the audience. Indeed, there are no means at present by which any body may enforce the continuing education of the practising physician, although consideration is being given to the possibility of periodic reassessment of physicians to maintain a high level of competence. As the nature of medical practice increases in complexity it may become mandatory to institute reassessment programs. However, such a program would only be valid if it were based on a structured course in continuing education readily available to all members of the profession. Until a formal reassessment program is instituted, care must be exercised to ensure that "educational programs" are defined broadly enough to include continuing medical education as it is now being presented.

I am sure, Mr. Chairman, that we can add nothing to the discussion of that issue that has not been presented very adequately this afternoon already.

The Acting Chairman (Mr. Richard): Thank you, Dr. Macleod. Are there any questions? Mr. Reid.

Mr. Reid: Yes, I would like to thank the gentlemen for coming and also for the attachments—the two excellent studies on the effectiveness of the medical profession's experiments with educational television.

I would like to ask what those conflicts were that you mentioned?

Dr. Macleod: May I refer first to Dr. Vaillancourt and then to Dr. Hunter.

• 1730

Dr. Vaillancourt: Mr. Chairman, before we talk about the possible conflict that might develop regarding the educators and the broadcasters, I would like to point out that without the contribution of the CBC, probably our series which started two years ago would not have been possible. Our relations with Radio Canada, on which we broadcast on a coast-to-coast network, have been very excellent and we feel that we are progressing together in presenting better programs all the time. By using the CBC we certainly have a wide diffusion of our programs and also we benefit to some extent from the—to us important—resources of the CBC.

On the other side of the ledger, there are possibilities of conflict. First of all, I think that we all realize that Radio Canada is not a teaching organization; far from that. It seems to us, after having worked with the CBC—I must clarify that word; with Radio Canada, not with the CBC, as I understand it is different to a certain extent—the philosophy, the methods, the criteria, and the standards are oriented much more towards, if I may use these words, a variety type of production than towards educational programs. You have to realize that our producer, for instance, to whom I am very much indebted, is not a doctor, so therefore, very often he does not know too much what we are talking about. I have to act as medical adviser but, believe me, the educators concerned with this program are playing second fiddle. We have the impression also that Radio Canada made a nice gesture toward the medical profession by allowing us to produce these programs. We are not too sure that they are convinced of their value, that they are convinced that their listening audience wants them and this is very important to them. First of all we broadcast at a very late hour, this being 11:15 p.m. or 11:30 p.m., after the hockey and the news, and we might broadcast even later than that because the hockey, as you probably know, sometimes extends to a much later hour. So we come when there is nothing else to be shown. This is our second year and we still have only seven programs produced, although we have asked to increase the number of productions every year so as eventual-

ly to produce one program per week. This to us is, as indicated in my paper, a must and we should arrive there within the next two or three years. To us this will not be possible until we have an ETV and finally, although I have mentioned that we have benefited to a point from the budget of the CBC, I must admit that compared with other productions of the CBC or Radio Canada the budget placed at our disposal is rather modest and now we have seen...

Mr. Prud'homme: You must be the only one who has a limited budget.

An hon. Member: It is a modest one at any rate.

Dr. Vaillancourt: It is a very modest one. We have seen what we consider a better organization in France. As you probably know in France the ORTF is just lending its antennas to the Centre audio-visuel de Saint-Cloud who are professional groups in charge of producing those medical programs. Incidentally, we make an exchange with France and already we have sent three of our programs to be shown on the French air waves.

In essence, Mr. Chairman, that is what I have to say in answer to that question.

Mr. Fairweather: Would there be also a possibility of conflict among people such as drug manufacturers who would like to sponsor programs for you. Is that a possibility?

Dr. Vaillancourt: Mr. Chairman, I am ashamed to say we were so poor at one point that we asked the drug companies to help us as discreetly as possible. They were a little leery and furthermore I heard that either the CBC or the BBG has very strict rules regarding the help we could get from a drug company. I can tell you that so far none has made any offer to help us, but I agree with you—with success they all come.

• 1735

The Chairman: Doctor Hunter?

Dr. A. T. Hunter (Director of Continuing Education, Faculty of Medicine, University of Western Ontario): In answer to Mr. Reid's question, there are some actual logistical conflicts that occur. We, as Dr. Vaillancourt, enjoy a very excellent rapport with our local TV station, but we do use its production facilities as well as its broadcast facilities, and I would interpret the conflict referred to chiefly in that context.

For instance, we require a number of hours of preparation for a program and we are forced—not unwillingly, of course—to use broadcast and production times that are convenient for the television station. They have a commercial operation to run which we respect and since we are not contributing financially, substantially at any rate, to the support of these and to the support of the operation of the station, we take what time they make available. We put on programs during off-hours and are criticized by the medical profession in doing so.

We are not in conflict with the hockey games in London, but we do have to broadcast at very early hours in the morning or very late hours in the evening. In our analyzing among the doctors who we hope are watching these programs we continually encounter this criticism, "Well, it is too early" or, "It is too late", and the same holds true for the actual taping. Sometimes the production has to take place between 12 midnight and 2 or 3 o'clock in the morning.

Mr. Reid: It appears that the producers who are not knowledgeable medically will be controlling a medical program about which they do not know anything. In other words, instead of being your servants, in order to get your point of view across they become your masters in something of which they have little knowledge.

Dr. Vaillancourt: That is correct, Mr. Chairman, but I must say that so far as our producer is concerned he does make a very great effort to be knowledgeable in the subject we are tying to air, but nonetheless if the text is not written word by word he is lost and that precludes any spontaneity because, as you know, the cameras have to be here and there so he cannot foresee what is going to happen.

Mr. Reid: You expect that when proper educational television facilities are available you will be able to train people who will be knowledgeable medically and also knowledgeable technically in the medium.

Dr. Vaillancourt: Very definitely, and I believe it is mentioned in my brief that we are hoping to develop that kind of doctor. To my knowledge there is only one, in Los Angeles, but we would like to develop somebody who would be good in audio-visual techniques, primarily television.

Mr. Reid: In other words, one of the problems you have is the same as the university professor has with his administration.

Dr. Vaillancourt: Exactly.

The Acting Chairman (Mr. Richard): Mr. Fairweather?

Mr. Fairweather: It is a fact that education is international, though, is it not?

Dr. Vaillancourt: Yes, sir.

Mr. Fairweather: This is not restricted by any dancing around the constitution of Canada; the medical knowledge is an international thing.

Dr. Vaillancourt: The contents.

Mr. Fairweather: Pardon me?

Dr. Vaillancourt: The content of the program.

Mr. Fairweather: Yes.

The Acting Chairman (Mr. Richard): Are there any other questions? Mr. Johnston? Mr. Cantelon?

Mr. Cantelon: Well, I will have to get mine in. I was going to ask one a long time ago. It is a very simple question, really. Apparently you are worried about the definition of educational programs, the same as the Association of Universities and Colleges of Canada was. Would you be satisfied with their definition?

Dr. Macleod: We would support the definition put forward by the Association of Universities and Colleges of Canada. We do object to the original one in the Bill.

Mr. Cantelon: That is the point I wanted to bring out.

The Acting Chairman (Mr. Richard): Mr. Johnston?

• 1740

Mr. Johnston: On page 3 you say there are no means by which any body may at present enforce the continuing education of the practising physician although consideration is being given to the possibility of periodic reassessment, and so on. How long do you think it will be before there is the possibility of insistence on periodic reassessment?

Dr. Macleod: I do not think any one of us would wish to make a guess, but it is very clear that there are serious discussions in

many circles now of the need to make some kind of periodic reassessment of competence, particularly in special fields. Whether it will happen in the near future, I could not say. I do not know whether my colleagues would care to gaze into a crystal ball.

Dr. Vaillancourt: Just to make a comment, I know that the College of Physicians and Surgeons of the Province of Quebec has been dealing with that question for a long, long time and it is thinking of introducing a system quite similar to the one in force now. They call it "general practice" or "family physicians", but to answer your question, precisely when, we do not know. You will realize the difficulties involved.

Mr. Johnston: The brief would be a little more reassuring, I think, if we were a little more certain something was being done when one goes on and reads the use of broadcast television by Dr. Hunter, for example, the sort of casual approach to the viewing of a series of 5 programs; 11 per cent had viewed all five; 19 per cent had viewed 4; 32 per cent had viewed 3; 23 per cent had viewed 2.

Mr. Fairweather: Probably as casual as a member of Parliament.

Some Hon. Members: Oh, oh.

An hon. Member: I do not think that is a fair assessment.

Mr. Johnston: I am not making an assessment; I realize Mr. Fairweather is rather sensitive.

An hon. Member: His attendance record is pretty good.

An hon. Member: Was he here Monday?

The Acting Chairman (Mr. Richard): Dr. Vaillancourt?

Dr. Vaillancourt: If I may make a comment you have to realize that both Dr. Hunter and I started this not very long ago. We started two years ago and I believe you started three years ago, and I think we have to train our people to look at television for educational purposes. Doctors are not used to tuning in their television sets and listening to a serious program, even taking notes, and so on.

Mr. Johnston: If you did have the assessment at the other end I suppose you could do several other things. Is there any consideration of the collection of a fee from the practi-

tioners who watch? I am a bit concerned about the use of public ETV. I realize there is a "health and welfare of the nation" sense involved here, but there is also a rather practical business sense in that you are asking the public to foot the bill for something that is going to be quite expensive on behalf of a group of people that has one of the highest average incomes in Canada. There is a bit of a problem here. Do you anticipate the collection of fees from participating viewers, and so on?

The Acting Chairman (Mr. Richard): Yes, Dr. Vaillancourt?

Dr. Vaillancourt: For the time being, sir, I think we will have to be satisfied with the last Gallup Poll equivalent, sondage d'opinion, that we have. There we learn that 97 per cent of our medical audience realized the importance of following post-graduate courses in continuing education and 67 per cent said that TV seemed to them ideal.

Now, if you look at our own figures you will see that at one point in one of our programs we had 27 per cent of the possible medical audience—and that was not only Quebec, although we broadcast in the rest of the country—which is more than one doctor out of four so although you may say it is a novelty, I think the doctors are reasonably well motivated.

Mr. Reid: The real question, then is not that you are getting a certain percentage, but the percentage that would watch any program of that type and to compare it.

Dr. Vaillancourt: Well, that we do not know, because the survey was done only on doctor population.

Mr. Reid: Then my point is that to determine the effectiveness you would have to try to determine the effectiveness of any other series of programs on a particular interest group to find out whether or not you were successful in this case.

Dr. Vaillancourt: Yes.

Mr. Reid: Do you have any comparative figures of that nature?

Dr. Vaillancourt: No, we do not.

• 1745

The Acting Chairman (Mr. Richard): Dr. Macleod?

Dr. Macleod: Mr. Chairman, may I suggest that they are developing now systems of

medical audit or measurement of professional response to clinical situations in hospitals. It is more developed in the United States than in Canada, but we can see in the future a method of measuring the competence of doctors in practice. It would be possible after a period of time to make comparisons between those that asserted they were regular patrons of educational programs and those that were conspicuous avoiders of refresher courses, television and any other measures.

As a matter of fact, our Association receives a grant from the Department of National Health and Welfare to try to discern and elaborate methods for measuring the competence of physicians. It is looked on now as a responsibility of professional schools to make sure that the training does indeed fit graduates to perform the tasks that society demands of them.

The Acting Chairman (Mr. Richard): Are there any other questions?

Mr. Cantelon: Mr. Chairman, I do not have a question, but I was wondering whether there has been any suggestion that these two papers be included as appendices to today's *Proceedings*. I have in mind the one by Dr. Hunter on The Use of Broadcast Television in Continuing Medical Education and that by Dr. Vaillancourt on the Continuing Medical Education by Television a Canadian Experience.

The Acting Chairman (Mr. Richard): Is it the wish of the Committee that these documents be added as appendices to our *Proceedings*? There are no translations so we will have to obtain them.

Dr. Vaillancourt: I have one in French, too.

The Acting Chairman (Mr. Richard): You have one?

Dr. Vaillancourt: The original.

The Acting Chairman (Mr. Richard): The original is in French. Dr. Hunter's document is not translated. Thank you.

Thank you very much, gentlemen. It has been a pleasure to be in such distinguished company. I hope that members of the Committee have been impressed by the need for continuing medical education on TV.

Gentlemen, before you leave, there is a meeting at 9.30 tomorrow morning. The Province of Manitoba will be represented, followed by the Canadian Teachers' Federation and later the Ontario Teachers' Federation.

APPENDIX "U"

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THE USE OF BROADCAST TELEVISION IN CONTINUING
MEDICAL EDUCATIONA. T. HUNTER, M.D.,* *London, Ont.*

The rapid advance of medical science has made continuing self-education essential to the modern medical practitioner. Miller¹ affirms that "the world of medicine is changing so rapidly...that what is current to-day will be dated in a few months and obsolete in a few years." Programs of continuing medical education currently in operation throughout this continent are faced with the responsibility of presenting relevant information in an organized and systemized fashion to medical practitioners. This challenge will inevitably increase in scope and magnitude with the passage of time.⁴

Clute² and Peterson *et al.*³ observed that a disturbing proportion of general practitioners in their studies did not appear to be continuing their own education by traditional methods such as professional reading, attendance at medical conventions and hospital staff meetings.⁵ Among the reasons offered by these practitioners in explanation of their apparent disinterest in continuing self-education were lack of time available for this purpose, and difficulty in getting away from their practices. It was implied by the authors that this situation could result in the unwitting provision of an inferior grade of medical care by these doctors.

Confronted by these facts, the Committee on Continuing Education of the Faculty of Medicine of the University of Western Ontario several years ago became aware of a need to explore mass medium communication methods. The Faculty accepts a responsibility for providing continuing education for approximately 1700 medical practitioners in

the 14 counties of South-western Ontario. Nearly 49 per cent of these practitioners consider themselves "general practitioners", and there is reason to believe that at least 10 per cent of the overall group do not systematically pursue their own education. By 1964 a busy program of refresher days was being provided and teams of specialist lecturers made periodic visits to area medical societies. Guest lectureships were sponsored at frequent intervals, and each teaching hospital associated with the University conducted an excellent teaching program. The number of physicians attending these programs, however, was not large. The time seemed propitious to experiment with other educational tools, of which television appeared to be the most promising.

Educational television has the potential to provide answers to some of the inherent difficulties that interfere with attempts to make modern information available to indifferent practitioners. It can be brought into the viewer's home at a convenient time; it can present information in a variety of effective ways; and it is capable of permitting an intimate rapport between a lecturer on the screen and the learning viewer. These are some of the properties of the medium which are said to create a measurable effect on the information transfer process.⁶⁻⁸

In 1964, the Committee began to investigate the possibilities of broadcasting medical education programs by television. Since 1949, television had been used in undergraduate medical education,⁹ and in 1951 a coast-to-coast closed circuit colour program had been used for post-graduate medical education in the United States of America. By 1959, Castle⁶ in Utah had begun to broadcast a

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regular series of continuing medical education programs over KUED, an educational television station with statewide range. These programs had received sufficient approbation from viewers that Castle expanded the programming. Several other centres in the United States soon became involved in similar endeavours. By 1960, a nationwide Council on Medical Television was formed. From this Council arose, in 1965, an Association of Medical Television Broadcasters. Before this time, however, there were no reports of broadcast television being used in the field of continuing medical education in Canada.

The University of Western Ontario is centred in London, which is close to the geographical centre of Southwestern Ontario. The local television station, CFPL-TV, which enjoys a reputation as a public-spirited broadcasting organization, has an effective broadcast radius of nearly 60 miles, covering an area that embraces a population of approximately 1100 physicians. The co-operation of the station's administration was enlisted at an early stage in our planning, and has been willingly maintained since. Dr. P. A. Rechnitzer, a London internist, was appointed producer of the medical television programs. He is assisted by Dr. H. J. Thurlow, a physician with previous experience in television broadcasting, and by Mr. J. Plant of CFPL-TV.

SELECTION OF BROADCAST METHOD

Since no educational television outlet exists in this area and since none was planned, it was evident that broadcasting would need to be done using the facilities of CFPL-TV. As we were anxious to direct our educational programming to members of the medical profession only, the methods whereby viewing could be restricted to a controlled group had to be considered. These methods include: (1) the use of electronic scrambling devices; (2) the use of closed circuit or coaxial cable; and (3) open broadcast at "off" times.

"Scrambling" devices are used by Brayton¹⁰ and his group in California, where programs are regularly broadcast to over 70 "area" hospitals. The hospitals finance the cost of the production and broadcasting by subscription, and in return are provided with electronic decoding devices. Only receivers that are equipped with these "unscramblers" will produce an intelligible image; in this way the programming can be restricted to a con-

trolled viewing audience. While this system works well in California, it had two disadvantages from the standpoint of our outlined objectives. If the doctor were to view a program in his own home, the purchase of an unscrambling device would be a prerequisite. The university had no desire to become involved in the marketing of such devices. We further feared that only a small number of doctors would purchase them, thus immediately limiting our potential audience. If the sale of decoders was to be limited to hospitals or other institutions, the considerable advantage of the convenience of home-viewing would be lost. Although scrambled image broadcast may have a definite role in our future programming, it was decided not to pursue this plan until further experience had been accumulated.

The use of coaxial cable for so-called closed circuit television also limited the number of stations potentially able to receive the broadcast. Although cable facilities can be rented, the cost of doing so is high, and the cost of purchasing and installing cable is prohibitive. In addition to this, the convenience of home viewing would again be forfeited.

CFPL-TV offered us broadcast facilities in "off" time at nominal cost. The programs were to be broadcast at a time when the channel was normally inactive, and there would be a 30-minute "dead" period following the program. The time selected was 9 o'clock on Sunday mornings, but there is now reason to believe that this may not be the most suitable hour. It is possible that early on a week-day morning might be preferable. Although it seemed unlikely that many lay viewers would see a program, there remained some concern about the possible effects that these programs might have on any chance lay viewers.

THE VIEWING AUDIENCE

Experience gained by the Boston Medical Reports¹¹ indicates that when continuing medical education programs are broadcast over open-circuit television, many lay persons view the programs either by accident or by design. Although this has not created any obvious difficulty in the Boston area, some misgivings persisted in our minds before our early broadcasts. However, neither the television station nor the university received any complaints from the public objecting to the content of any of our programs. On the contrary, complimentary remarks were voiced by

individuals who made a point of watching the programs because they enjoyed them.

Prebroadcast publicity was purposely confined to the medical profession. Word-of-mouth advertising and sheer chance nevertheless brought the programs to the attention of many persons. We are aware that there is a sizable—but unmeasured—lay audience viewing the programs, but we are not aware that any unfavourable reactions have occurred in any of these viewers. If any subtle changes in lay behaviour and lay-professional relationships have occurred, they are not discernible. This reflects the experience of others engaged in this work,⁶ and should help to allay the fears that have been held in this regard.

The program content was designed for medical doctors, and we did not advertise the programs systematically to paramedical personnel. Nevertheless, we are confident that many nurses watched and were very interested in them. We have made no attempt to estimate the size of this audience. Although it is probable that broadcast television would be of benefit in continuing education programs for paramedical personnel, it is likely that program material would need to be more carefully tailored to the requirements of these persons.

The programs which we broadcast were not suitable for health education of the public because of their technical content. They are, in fact, reported to be boring to non-professional viewers. This does not mean, however, that this would not be a fertile field for public education if specific programming were prepared for this purpose. Not only would this be excellent public relations for the medical profession, but the public would benefit by receiving accurate medical information edited by the profession itself.

A series of three medical television education programs was videotaped in the fall of 1965. One of these programs consisted of a single lecturer using visual aids; another program consisted of two consultants discussing a mutually interesting problem, also using visual aids; and the third program was a panel discussion among four consultants. The varying format was intentional. Two additional videotapes, both of which were structured around two-party dialogue, were imported from the United States. All members of the profession in the district received advance publicity. Weekly reminders were mailed in advance during the series.

EVALUATION OF PROGRAMS

Following the series of five programs, questionnaires were mailed to approximately 1676 medical doctors in the district. Of these, an estimated 1100 were potential viewers in that they were within range of CFPL-TV. Two hundred and ninety-eight questionnaires were returned, a response rate of about 18 per cent. Seventy-one respondents had viewed no programs, but 38 of these lived outside the range of the broadcast. The remaining 33 gave a variety of reasons for not watching any broadcast.

Of the 233 respondents who had viewed at least one program, 25 (11 per cent) had viewed all five programs; 45 (19 per cent) had viewed four; 75 (32 per cent) had viewed three; 54 (23 per cent) had viewed two; and the remaining 34 (14 per cent) had viewed only one. This meant, however, that 145 (62 per cent) respondents had viewed three or more programs.

The questionnaires asked if the doctor considered that the programs would be "offensive" to lay viewers. Twelve of the 233 doctors replied affirmatively, but at least six of these qualified their answers in such a way as to suggest that choice of the word "offensive" was not an appropriate selection.

The questionnaires also asked if the viewer regularly attended refresher courses. Seventy doctors, or 30 per cent who had viewed at least one program, said that they did not regularly attend refresher courses.

We concluded from this survey that there was extensive acceptance and enthusiasm within the profession for open-circuit broadcast of medical education television programs. Others had reached the same conclusion previously.^{6, 8, 11} We were interested to realize that at least some of the programming was appealing to doctors who were not engaged in comprehensive programs of continuing education. Cameron¹⁸ has made the same observation. We further concluded that the viewing audience was sufficiently large to warrant continuation of the project. In the autumn of 1966 and spring of 1967 an expanded series of 10 programs was videotaped. These programs, along with five additional tapes imported from the United States, were broadcast early in 1967. This series is currently being evaluated.

PRODUCTION METHODS

The programs are all recorded on videotape and are of 30 minutes' duration, approximately 27 minutes of which is devoted to the educational content, and the remaining 3 minutes to introduction, credits and other acknowledgments. Program subjects that have been broadcast to date are listed in the Appendix.

We believe that television broadcasting is only one part of the continuing education program, and that some subjects lend themselves better to treatment in some other way. The medium of television has limitations and propensities; it is wise to avoid the former where possible and to make the most of the latter. The knowledge that our television broadcasts can be seen by lay persons is one of the factors that influence selection of our program content. Once the topic has been selected, the presentation of the material is again influenced by the characteristics of the medium itself. This, of course, includes the fact that lay viewers may see the program.

It has been found wise to hold two or more rehearsals some time before the taping performance. During the rehearsals, program content may be mapped out in more detail and methods of opening and closing the program and other details of presentation established. The rehearsals also provide an opportunity to check program timing, which must be precise.

Visual-aid materials such as slides, black-board materials, posters, "flip-cards" and film clips are thought to lend variety and to enliven the presentation. These visual aids must be simple and must avoid fine detail which will not resolve well on a television screen. They are prepared, where possible, to suit the general outline of a television receiver screen and are provided with a sizable blank margin. Patients appear in the programs if it is considered that their presence will make the presentation more graphic. The nature of the undertaking is carefully explained to them, and it has been found necessary to have them sign a form releasing the sponsoring agency (the University) of any responsibilities pertaining to copyright, infringement of personal liberties and interference with the patient-doctor confidential relationship. Several programs used the services of professional actors to act as patient subjects.

Most of the programs are recorded at the studios of CFPL-TV, although some segments have been filmed or taped on location. During actual videotaping, notes are not used by participants, although a series of headings are set up on large cue cards out of camera range for reference during the taping. Some time is taken during the taping session to check visual materials on camera, and to do a small segment of the program in order to check camera angles, microphone placement and so on. The taping is subsequently done "straight through" rather than in sections which could be edited at a later time. The amount of time required for the final taping session varies considerably. Two or three preliminary runs are usually necessary, and this may occupy two to three hours. One program which was videotaped in the delivery rooms of St. Joseph's Hospital, and had several lecturers involved, required nearly 12 hours of work (on the location) in order to produce 30 minutes of videotape. The final result of this effort was artistically satisfying, but no effort has yet been made to assess the relative educational value of this elaborate undertaking.

The programs were broadcast on consecutive Sunday mornings over CFPL-TV. The 1967 series was also broadcast on Friday evenings over WSTV, an educational television station in Detroit, and over CKNX in Wingham on Sunday mornings. This was accomplished by shipping each videotape from London to Detroit, and thence to Wingham. Several of our locally produced videotapes have been broadcast to physicians in Northern Ontario through the co-operation of CKSO, in Sudbury. They have also been broadcast in Newfoundland, and by a number of centres in the United States.

All of the programs currently produced have been videotaped to CBC broadcast specifications using quadriplex V T R equipment, two-inch videotape, with 2400 lp.i. The 30-minute tapes were recorded in the studios of CFPL by a crew of technicians accustomed to producing commercial television programs. The production techniques used are purposely similar to those employed in commercial television.

The decision to produce programs of an artistic quality suitable for commercial production arose from a conviction that educational programs are more effective if they can at the same time be entertaining. The findings of McLuhan⁷ tend to support this belief.

These programs are, of course, designed to appeal to a very limited audience of professional persons. This is in contradiction to a principle held by producers of commercial television programming. The production crew and the administrative staff of the television station accepted this novel concept as an exciting challenge, and a great enthusiasm arose for doing the finest job possible in this unique endeavour. It is interesting to note that CFPL-TV, largely through its involvement in this undertaking, was recognized in 1967 as the television station of the year by the Canadian Association of Broadcasters.

DOLLARS AND SENSE

Costs of continuing medical education television programming are difficult to assess accurately since a number of hidden factors are involved.¹⁰ Nevertheless, it is obvious to us that in spite of only token charges by CFPL-TV our expenses are substantially greater than those reported by Meighan,¹² although somewhat less than those reported by Cameron¹³ and Robertson, Pyke and Friedlander.¹¹ When all recognizable expenses are accounted for, the cost of producing and broadcasting one 30-minute program appears to be approximately \$3000. Approximately half of this cost represents payment of salaries to technical and production personnel. An additional 25 to 30% of the total cost is allocated to promotion and technical aids, and the remainder to the purchase of the videotape and to incidental expenses. Programs videotaped on location are considerably more expensive than those which are recorded in the studio. A "remote" location program costs upwards of \$1500 more to record than a studio production. Some subjects lend themselves to studio treatment; others to remote location handling. Cost accounting is, therefore, one factor which influences both program selection and method of presentation.

Two or three preliminary rehearsals lasting about three hours each precede the actual videotaping session. When the technical production becomes more elaborate—in a "remote" program, for instance—additional rehearsal time is necessary. It is not possible to cost account for this item since salaries are paid on the basis of the complete series rather than on an hourly basis. Nevertheless, it is true that each 30-minute program requires approximately five to six hours for actual taping, and nine hours of preliminary

rehearsal involving all the production staff and the participants.

Planning and scripting each program involved nearly the same amount of time from the producer and his assistant. Roughly 35-40% of the cost of each program represents, therefore, planning and rehearsal time expense.

The expense of conducting medical television education can be lessened on a unit basis if use of made of the large library of videotapes currently catalogued by the A.M.T.V.B. These tapes are made available at nominal cost to members of the Association.

Considerable thought has been given to the advisability and feasibility of transferring the videotaped material to 16-mm film. It would cost about \$450 per half-hour tape to do this. It is our feeling that most—if not all—television stations are now, or very shortly will be, equipped with videotape play-back equipment of broadcast standard. We are not aware of any television station which desires to conduct this type of programming which does not have this equipment. (It is worth observing that this "hardware" is rapidly reducing in price.)

We are aware that television reproduction and 16-mm. movie film are entirely different media which should not be equated with each other. In the words of McLuhan,⁷ moving pictures are a high definition or action medium and television is a low definition or reaction medium. Movie film presents a very clear, precise image; television produces a blurred imprecise image. Effective movie film must have striking clarity of detail; television cannot appreciate this exact reproduction and, in fact, the intimacy and so-called viewer involvement of television is a direct result of this imprecision. Production techniques are quite different for the two media.

It is our feeling that films of videotapes create poor movies, and that, in general, medical societies and other organizations that wish to use audio-visual materials in their educational programs, and who do not have access to videotape broadcast equipment, should utilize the extensive and excellent film libraries available for this purpose. Nevertheless, if it were to be considered highly desirable in a continuing education program to establish a point that is contained in one of our videotaped programs, the program or a segment could be transferred to film.

EVALUATION AND ASSESSMENT

Several attempts have been made to assess the professional education value of medical television programs.¹²⁻¹⁵ This is immensely difficult to do. Determination of viewing audience size alone is not a pertinent measure of educational value. While it is possible to assume⁶ that information can be effectively acquired through television, it is not yet clear how this effects changes in the pattern of medical care. There is a suggestion^{13,15} that viewing may be selective, allowing a doctor to increase his knowledge in those areas in which he has demonstrated previous interest and ability.

At the current stage of development, the greatest contribution made by attempts to provide continuing medical education through open circuit television may be in the areas of attitude, interest and motivation. Education presented through television may produce a greater awareness of his own inadequacies in even the casually viewing physician. Subject matter, therefore, may be of considerably less importance than the creation in the viewer's mind of an interest in continuing self-education and a desire to pursue his own organized program.

It should be borne in mind that education by television or other means is not to be confused with entertainment. While the educational impact of a television program can be made more effective by making it entertaining, the entertainment value should be considered as a means to the goal of providing useful education. Perhaps it can be said that entertainment caters to the desires of the witness whereas education should fulfil a need—recognized or unrecognized—of the learner. It is our intention to continue to explore the unquestioned potential of television in providing a useful mechanism for continuing medical learning to the practising profession. The ultimate objective of this, and other programs of continuing medical education, must be the provision of an improved level of medical care to the community being served.

SUMMARY

Audio-visual aids to instruction need to be employed for continuing medical education purposes in Canada. Broadcast television may be one of the most useful of these media. The University of Western Ontario's Faculty of Medicine has sponsored the broadcast of two series of medical television programs begin-

ning in 1966. Some problems associated with the choice of broadcast method have been outlined in this paper. The programs have all been recorded on videotape, and some of the problems and techniques of production have been outlined. A brief analysis of the relatively high cost of education by broadcast television has been presented. Some impressions of the potential educational value of broadcast television have been reviewed. It is evident that more critical assessments will have to be made in the future if the medium is to be used effectively for the purpose of continuing education and continuing learning.

APPENDIX

Program subjects that have been broadcast to date:

1966 Venous Thrombosis

Treatment of the Menopause
Subarachnoid Hemorrhage
An Approach to Peripheral Vascular Disease (import)
Congenital Heart Disease in Infants (import)

1967 Gallstones

Clinical Management of Shock (import)
The Anemic Patient
Chromosomes and the Practitioner
The Treatment of Headache (import)
Infections
Oxygen Therapy
Glaucoma for all Physicians (import)
The Concept of Supportive Management
Infectious Mononucleosis (import)
The Use and Abuse of the X-ray
Department
Stroke Rehabilitation
Obesity (import)
The Long-Term Management of the Coronary Patient
Obstetrical Emergencies

The encouragement of Dean Bocking throughout this endeavour has been very helpful. The project has been made possible by a Public Health Grant from the Department of Health of Ontario, and by a Health Research Grant from the Department of National Health and Welfare.

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APPENDIX "V"

CONTINUING MEDICAL EDUCATION BY TELEVISION

A CANADIAN EXPERIENCE

de Guise Vaillancourt,

M.D., D.Sc.(Med.), F.R.C.P.(C)

For several years now, the Post graduate Division of the Faculty of Medicine of the University of Montreal has been sponsoring a regional teaching program for general practitioners throughout the Province of Quebec. In many instances, the regions visited are located far away from Montreal and considerable time is spent in travelling. For example, our lecturers who visit centers in the Northwestern part of the Province have to devote two entire days in order to preside over a teaching session lasting some three hours. Moreover, the audiences in these remote areas consist of an average of 25 to 30 physicians, some of whom have to cover a distance of 150 to 200 miles to attend the conference. All of this travelling on the part of the lecturers as well as the members of the audience often has to take place during the weekend since general practitioners are then more generally available. We have felt for some time that our regional programs, particularly the ones offered to physicians of the Northwestern part of the Province, should be modified because it entails too many hardships on the part of both Faculty and audience. We thought that we could perhaps group together in three or four weekends during the year several teaching sessions rather than visit these far away regions on a monthly basis as we now do. We also thought that a program of medical television could supplement very effectively the quarterly visits of our travelling lecturers.

On the other hand, many medical societies complain about poor attendance at their regular scientific meetings. Although we realize that opportunities in the field of continuing medical education have almost reached the saturation point in large metropolitan areas,

we feel that medical television could possibly interest and benefit a large number of physicians not regularly attending medical meetings in their own communities.

Therefore, in setting up a program of medical television, we aim at making continuing medical education more readily available to the practitioners who might otherwise be too busy to attend a scientific conference, or who might live too far away to participate regularly in refresher courses.

We believe, that with time, our television programs could become the nucleus around which the other activities of our postgraduate department are organized. In order to achieve this, however, our programs should be produced frequently enough (we aim at weekly programs) and our productions should be adapted to the needs of our audience. Of course, an evaluation program remains the best way at our disposal to maintain close contact with our audience and also to appreciate their needs in continuing medical education.

In our series "Médecine d'Aujourd'hui" we were indeed very fortunate to have with us from the very beginning Mr. Maurice Gill of the Research Department of Radio-Canada which, as most of you know, is the French network of the C.B.C. From January to June 1967 we produced six medical programs which were shown on a monthly basis, late at night, over the entire network of Radio-Canada. I am most grateful to Mr. Gill and to his associates for the statistical analysis I am about to present to you.

A survey was made after each of our six televised teaching sessions. Using the Register of the College of Physicians and Surgeons of the Province of Quebec, questionnaires were sent each time to one physician out of twenty. Thus, at the end of the survey, 30 per cent of

Assistant Dean and Director of Postgraduate Medical Education.

Read at the Audio-Visual Conference held in Toronto September 14-16, 1967.

the whole medical profession in our province had been asked to pass judgment and to comment on our programs.

The first two surveys were done by mail; when the physicians failed to answer they were contacted by telephone. The last four surveys were done exclusively by telephone.

The current Register of the College contains some 6,860 names. 87 per cent of these physicians are French-speaking. Only French-speaking physicians living in the Province of Quebec were contacted in the course of this evaluation.

Of these French-speaking physicians, 80 per cent were reached and accepted to answer the questions. An average of 235 physicians were involved in each of the six surveys.

In the whole evaluation, 47 per cent of the physicians were specialists, 42 per cent general practitioners and 11 per cent residents in teaching hospitals. 49 per cent of the doctors contacted lived in or around Montreal. In his metropolitan area were concentrated most of the Residents surveyed (70 per cent) as well as 54 per cent of the specialists and 39 per cent of the general practitioners involved in the evaluation.

Chart 1 shows the percentage of physicians who have viewed our television programs. In analysing this data, you should keep in mind that publicity for the first televised program was not as extensive as it was for the subsequent ones. Had the publicity been more adequate, the audience for this program on diagnostic radiology would undoubtedly have been much larger as there was in this broadcast an element of curiosity which did not exist in the others.

The fifth program, the one on May 25th, consisted of a clinico-pathological conference and here we reached a peak in viewers probably because of the very nature of the presentation and also because of the excellent and wide reputation of the pathologist involved.

The second and third broadcasts respectively on Psychiatry and Obstetrics, seemed to have attracted more physicians than the fourth on Stress and the sixth on Rheumatology. This might be due to the fact that the earlier broadcasts were less specialized than the later ones. It is also conceivable that the 29th of June might be too late in the season for a televised medical presentation.

By and large the general practitioners were more attracted than the specialists to "Médecine d'Aujourd'hui". The residents who viewed these programs were more numerous than the specialists but fewer than general practitioners.

Incidentally the survey indicates that 64 per cent of the members of our medical audience watched at least one of the six programs. In this group, there was no difference between general practitioners and specialists.

In the second chart, we have divided our audience according to years of graduation. You will note that physicians, and more particularly general practitioners, who graduated since 1960 followed our programs more faithfully than those graduating earlier. Again, the residents in this respect were in between general practitioners and specialists.

The third chart shows where our viewers lived. You can observe that those doctors located in very small communities (10,000 inhabitants or less) constituted our best audience. These viewers were essentially general practitioners since there are very few specialists in rural areas.

Taking our television audience as a whole, we can identify three different groups: the smaller Montreal, one, the Quebec City and urban areas of 10,000 inhabitants or more, and finally the rural group where the largest percentage of our viewers come from. In the case of general practitioners only, we can also observe three categories according to places of origin. This time, however, there are just as many general practitioner viewers in Quebec City as there are in Montreal.

It is interesting to note on the 4th slide that the majority of the physicians who viewed our programs felt that the material presented was substantial enough. However, most of the physicians who criticised the quality of our broadcasts had the feeling that our programs were too superficial. It is surprising to note that this criticism was mostly voiced by general practitioners.

It should be noted that this opinion is based on the appreciation of all our televised programs. This data might not be completely valid and faithfully reflect the feelings of the viewers on the series as a whole since some of our programs, particularly the second one, was admittedly quite superficial whereas the fifth program was perhaps too technical for the average viewer.

As in slide 4, the next chart indicates that very few general practitioners, as compared to specialists, felt that our programs were beyond a desirable scientific level. I shall leave to your imagination the interpretation of this strange data.

The next slide shows the appreciation of the material presented according to the years of graduation of the viewers. The results here were on the whole quite predictable. Although most viewers felt that the material presented was quantitatively adequate, the younger graduates, particularly those who finished medical school after 1950, had the feeling that we did not cover enough ground. The older graduates quite understandingly had a different opinion.

The same trend exists, as shown in the last slide, regarding the scientific level of our programs. Again, most physicians thought that "Médecine d'Aujourd'hui" was neither too elementary nor too complicated but the trend among younger doctors was toward the feeling that our programs were not sufficiently advanced.

Our experience is obviously too limited to enable us to draw any conclusions regarding televised medical education. At most our data perhaps indicates a trend, which of course, could be reversed in the course of future evaluations. I believe that, so far, our findings show that, by and large, the physicians, particularly general practitioners of small communities and rural areas, are quite interested in medical television. Our evaluation also seems to indicate that instead of presenting less material, we should perhaps tend to present more and that we should not lower the scientific level of our presentations. Finally we have good reasons to believe, that the more publicity we engage in the larger the number of viewers. Incidentally, our audience is not a purely medical one. Comments regarding our broadcasts which have been received both at the University and at Radio-Canada, lead us to believe that members of the para-medical professions and the general public followed our series with interest. To my own knowledge, there were no adverse reactions from the non-medical audience. It will be remembered that in a recent survey made by the B.B.C. about their own "Medicine today", 63½% of the viewers surveyed were non-medical and reacted either favourably or unfavourably to the British programs.

Again I wish to emphasize that this survey remains inconclusive. I think that my colleagues, both at the University and at Radio-Canada, feel that the more we get involved in research the more questions come to mind.

We like to think that a longer experience in the field of medical television and the glean- ing of facts provided by future evaluation, may one day provide us with satisfactory answers to several questions.

We would particularly like to know whether the physicians, mostly the practitioners, will eventually accept television as a valid medium of continuing medical education. It might very well be that future generations of physicians who now often have experience in receiving some of their education via television, might be more receptive than the present generation of doctors towards televised medical education. We also wonder if medical teachers will one day adapt their teaching to the medium. Those of us in charge of producing medical programs know very well the often insurmountable difficulties encountered in convincing our colleagues that medical television techniques are quite different from classroom ones. I might add, without any malice whatsoever, another question to the list. Will television producers ever adapt themselves to medical directors of television and vice versa? In this respect, there is no question in my mind that we should produce not only medical specialists in the field of television production, but also, as Doctor Brayton did in Los Angeles, medical television producers.

It is my firm belief that medical education via television is here to stay despite present inadequacies regarding programming, production and audience participation. I believe that conferences such as this one and the eminently successful London Ontario Festival of Medical Television held last week, will help us attain our ultimate goal: better care for the patients through better informed physicians.

In closing, I should like to pay special tribute to Monsieur Guy Comeau, the producer of "Médecine d'Aujourd'hui" and to all his associates from Radio-Canada who made possible this very valid experience in the field of medical television. Among my University colleagues, Doctor Pierre Nadeau of the Faculty of Medicine deserves special praise for his sympathetic and learned guidance as well as his support in the production of our programs.

TABLE 1
PERCENTAGE OF PHYSICIANS HAVING SEEN
THE PROGRAMS "MEDECINE D'AUJOURD'HUI"

PROGRAMS	GENERAL PRACTITIONERS	SPECIALISTS	RESIDENTS	TOTAL
	%	%	%	%
1st (26 january)	23	23	x (1)	23
2nd (23 february)	30	13	x	22
3rd (30 march)	29	19	x	23
4th (4 may)	16	13	x	14
5th (25 may)	37	16	x	27
6th (29 june)	22	16	x	18
AVERAGE	27	17	21	22

(1) Insufficient number for a percentage calculation

Table 2
AUDIENCE AVERAGE OF "MEDECINE D'AUJOURD'HUI"
ACCORDING TO PHYSICIAN'S YEAR OF GRADUATION

YEAR OF GRADUATION	GENERAL PRACTITIONERS %	SPECIALISTS %	RESIDENTS %	TOTAL %
1960 - 1966	32	17	23	26
1950 - 1959	24	16	* (1)	19
1940 - 1949	25	19	*	21
before 1940	27	16	*	21
TOTAL	27	17	21	22

(1) Insufficient number for a percentage calculation

Table 3
AUDIENCE AVERAGE OF "MEDECINE D'AUJOURD'HUI"
ACCORDING TO RESIDENCE AREA OF PHYSICIANS

AREA OF RESIDENCE	GENERAL PRACTITIONERS	SPECIALISTS	RESIDENTS	TOTAL
	%	%	%	%
Montreal Metro	22	15	18	18
Quebec Metro	22	16	* (1)	21
Towns of 10,000 inhabitants or more	27	18	*	21
Municipalities of 10,000 inh. or less	33	* (1)	*	33
TOTAL	27	17	21	22

(1) Insufficient number for a percentage calculation

Table 4 - APPRECIATION OF THE SUBJECT MATTER
(six program average)

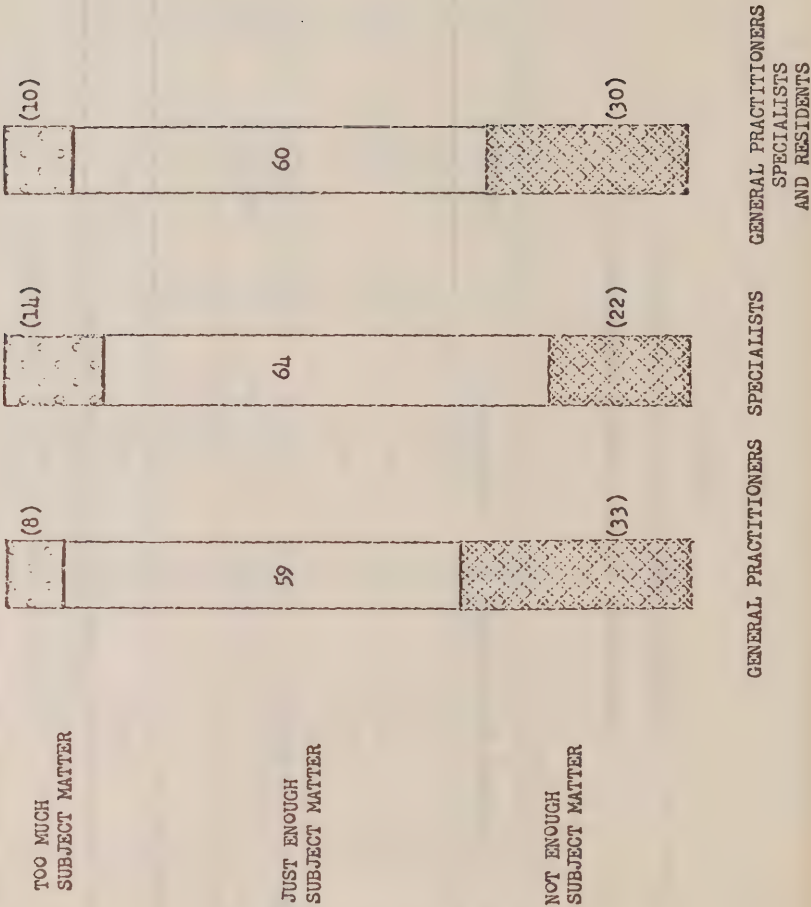


Table 5 - APPRECIATION OF LEVEL OF SUBJECT MATTER
(six program average)

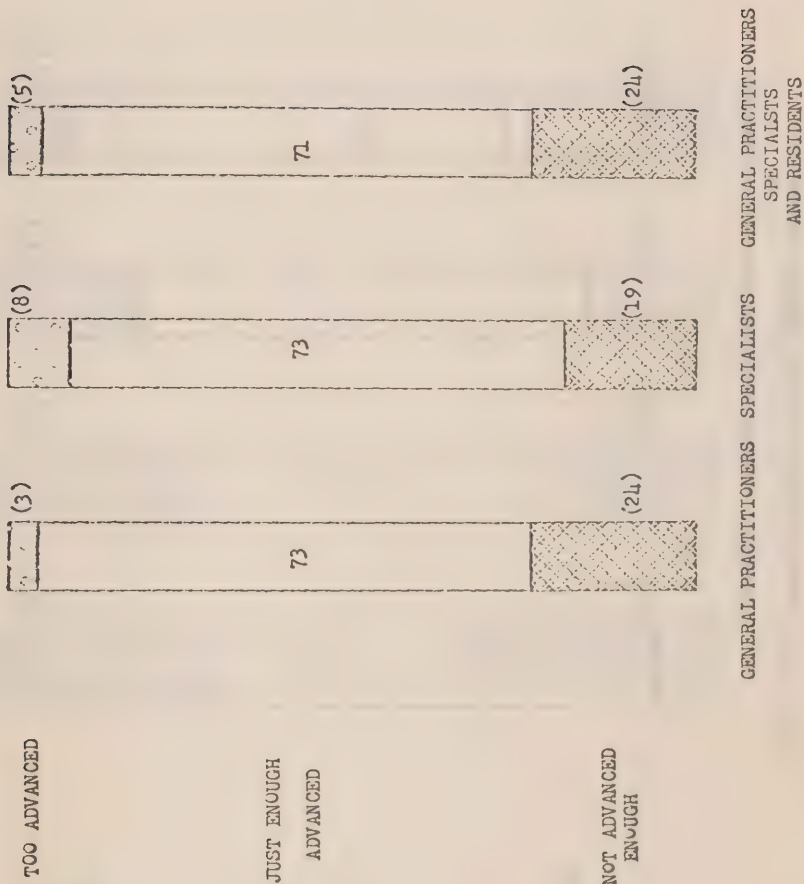


Table 6 - APPRECIATION OF SUBJECT MATTER PRESENTED
ACCORDING TO YEAR OF GRADUATION OF THE VIEWER

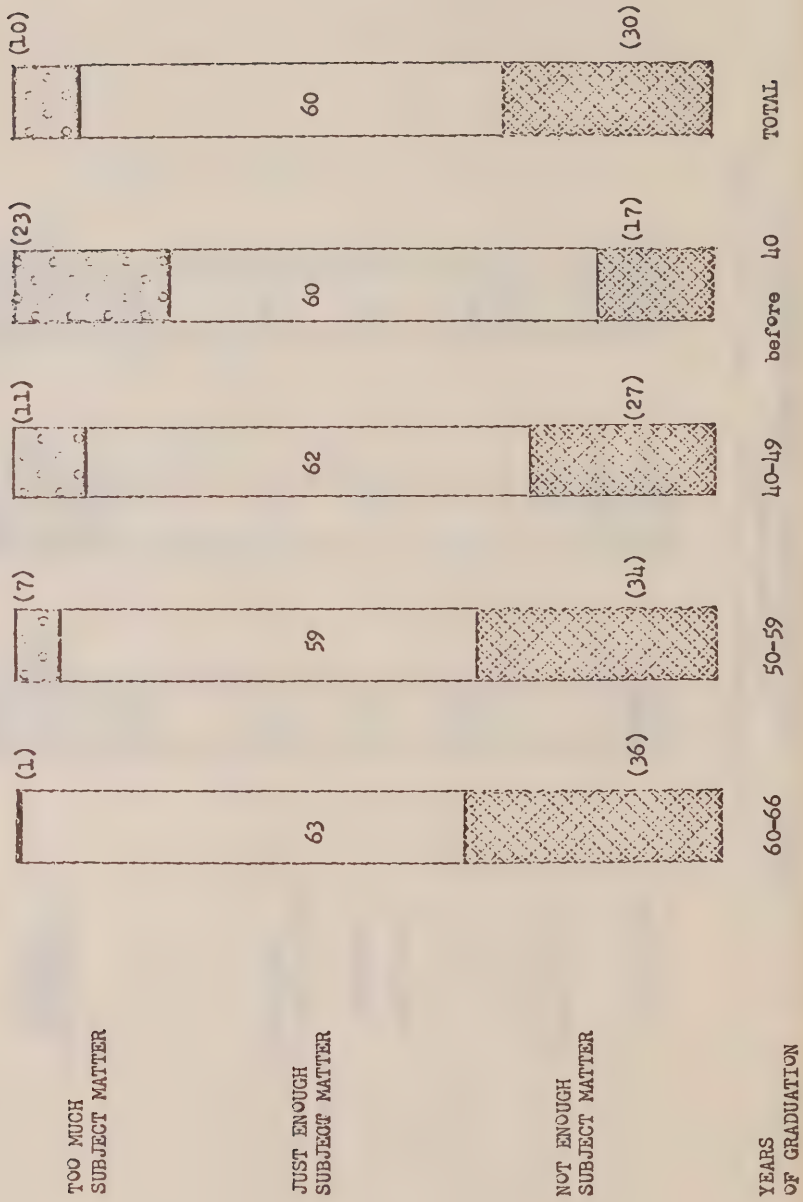
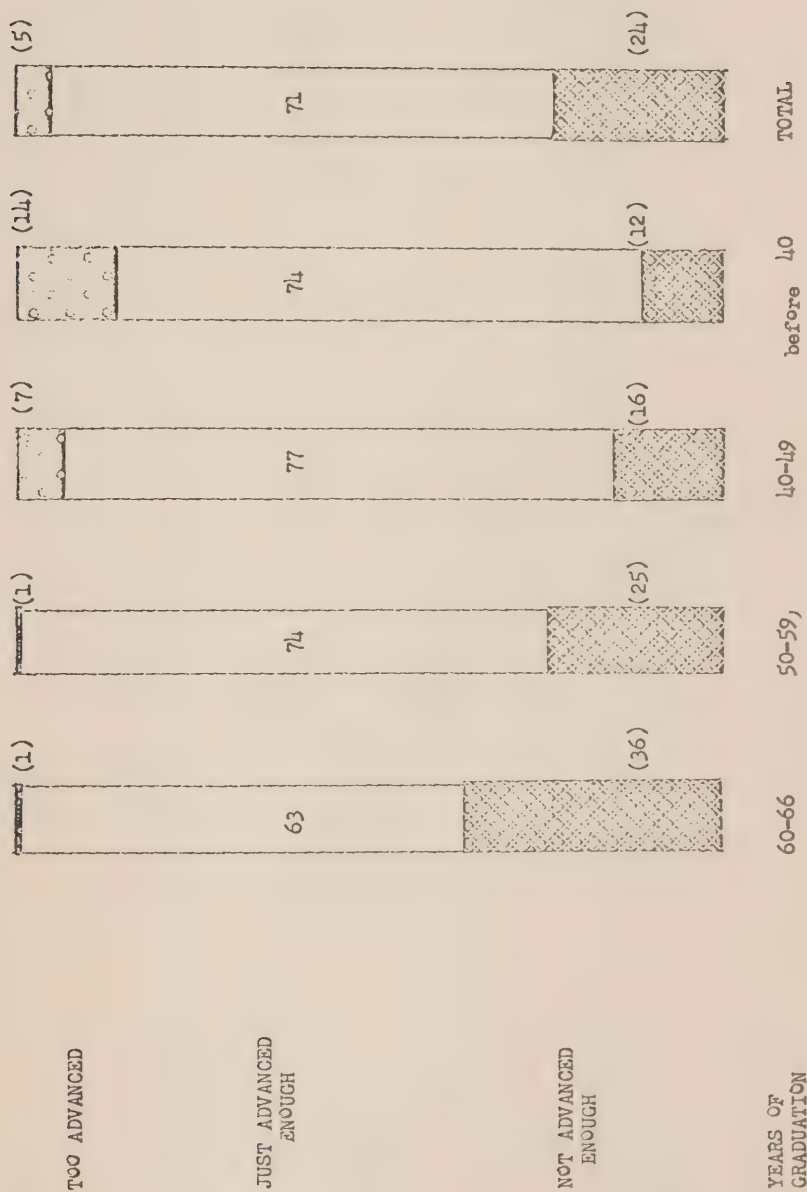


Table 7 - APPRECIATION OF LEVEL OF SUBJECT MATTER
ACCORDING TO YEARS OF GRADUATION OF THE VIEWERS



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OF
PROCEEDINGS AND EVIDENCE

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ALISTAIR FRASER,
The Clerk of the House.

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament
1967-68

STANDING COMMITTEE

ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 17

TUESDAY, MARCH 5, 1968

Respecting the

Subject-matter of broadcasting and televising
of Educational Programs.

WITNESSES:

From the Province of Manitoba: Dr. W. C. Lorimer, Deputy Minister of Education; Miss G. McCance, Supervisor of Radio and T.V. Education. *From the Canadian Teachers' Federation:* Rev. J. Harold Conway, O.M.I., President; Dr. Gerald Nason, Secretary-Treasurer; Mr. Norman Goble, Deputy Secretary-Treasurer. *From the Ontario Teachers' Federation:* Mr. Harvey Wilson, President; Mr. Donald Steele, Chairman, Audio-Visual Committee; Mr. Gordon Jarrell, Member, Audio-Visual Committee; and Mr. Robert G. Dixon, Administrative Assistant.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968

STANDING COMMITTEE ON BROADCASTING, FILMS
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Asselin
(*Charlevoix*),
Mr. Basford,
Mr. Béchard,
Mr. Brand,
Mr. Cantelon,
Mr. Cowan,
Mr. Fairweather,

Mr. Goyer,
Mr. Jamieson,
Mr. Johnston,
Mr. MacDonald (*Prince*),
Mr. Munro,
Mr. Nugent,
Mr. Pelletier,
Mr. Prittie,

Mr. Prud'homme,
Mr. Régimbal,
Mr. Reid,
Mr. Richard,
Mr. Schreyer,
Mr. Sherman,
Mr. Simard—(24).

M. Slack,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

TUESDAY, March 5, 1968.

(31)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 10.00 a.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Béchard, Berger, Cantelon, Fairweather, Jamieson, Johnston, MacDonald (*Prince*), Pelletier, Prittie, Prud'homme, Richard, Schreyer, Stanbury—(13).

In attendance: From the Province of Manitoba: Dr. W. C. Lorimer, Deputy Minister of Education; Miss G. McCance, Supervisor of Radio and T.V. Education. From the Canadian Teachers' Federation: Rev. J. Harold Conway, O.M.I., President; Dr. Gerald Nason, Secretary-Treasurer; Mr. Norman M. Goble, Deputy Secretary-Treasurer.

The Committee resumed consideration of the subject-matter of broadcasting and televising of Educational Programs.

Dr. Lorimer made a statement and dealt with the recommendations of the Province of Manitoba relating to Educational Broadcasting; Miss McCance followed with a supplementary statement.

Dr. Lorimer was examined on the Manitoba brief, assisted by Miss McCance.

The examination of the witnesses being concluded, the Chairman thanked them and they were permitted to retire.

The Chairman called the delegation from the Canadian Teachers' Federation.

Rev. Conway made an introductory statement and then Dr. Nason reviewed the brief.

Rev. Conway and Messrs. Nason and Goble were examined on their brief and supplied additional information.

At 12.50 p.m., the examination of the witnesses being concluded, the Chairman thanked them and the Committee adjourned until 3.30 p.m. this afternoon.

AFTERNOON SITTING

(32)

The Committee resumed at 3.45 p.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Béchard, Berger, Cantelon, Fairweather, Goyer, Jamieson, MacDonald (*Prince*), Nugent, Pelletier, Prittie, Richard, Sherman, Stanbury—(13).

In attendance: From the Ontario Teachers' Federation: Mr. Harvey Wilson, President; Mr. Donald Steele, Chairman, Audio-Visual Committee; Mr. Gordon Jarrell, Member, Audio-Visual Committee; Mr. Robert G. Dixon, Administrative Assistant.

The Chairman introduced the delegation from The Ontario Teachers' Federation and Mr. Wilson then reviewed their brief.

Messrs. Wilson, Dixon, Steele and Jarrell were examined on various aspects of Educational Broadcasting.

The examination of the witnesses being concluded, the Chairman thanked them.

*Agreed,—*That the brief submitted by the Province of Manitoba be printed as an Appendix to the Proceedings of this day. (*See Appendix W*).

*Agreed,—*That the brief of the Canadian Teachers' Federation be printed as an Appendix to the Proceedings of this day. (*See Appendix X*).

*Agreed,—*That the brief of the Ontario Teachers' Federation be printed as an Appendix to the Proceedings of this day. (*See Appendix Y*).

At 5.15 p.m., the Committee adjourned until 9.30 a.m. on Thursday, March 7.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, March 5, 1968

• 0959

The Chairman: Gentlemen, we have with us this morning representatives of the Province of Manitoba, Dr. W. C. Lorimer, Deputy Minister of Education and Miss G. McCance, Supervisor of Radio and Television Education.

Dr. Lorimer, would you present your brief, and then I am sure there will be some questions for you.

Dr. W. C. Lorimer (Deputy Minister of Education, Province of Manitoba): Thank you, Mr. Chairman. May I say first of all that my Minister wished me to express his apologies that he was not able to attend, but our House opens on Thursday and the Cabinet is rather occupied.

Perhaps, Mr. Chairman, if I might summarize the recommendations which appear on the first page, that might serve to present our case in brief.

• 1000

Our first point is that we think it would be desirable for the CBC to be responsible for educational television as one of its arms. We mention this in the first recommendation and elaborate on it a little in the fifth one.

Our experience in Manitoba in working with the CBC—and Miss McCance has been doing this for a number of years—has been a good one. We have had what we think is excellent co-operation from the CBC. Of course, as you might expect, we have had problems that revolved around money and available time on the part of the CBC, so there have been some limitations on what we would have liked to have done, but those are not very difficult problems. Both my Minister and the Cabinet feel there would be merit in establishing an educational television network as part of the CBC to be so structured and supported that educational television would not suffer because of the demands of commercial television.

We also take the view that this whole matter of educational television is one which requires the help of experts to make sure the programs are of high quality and that these experts are available through the CBC. We also have some misgivings whether that many experts are available in Canada, so it might be possible to establish a second group of people in the same sort of area. Our experience with the CBC in relation to the present arrangements—they provide production and transmission facilities and the province provides the other aspects of the program—has been one that we think is quite satisfactory. If television is going to fill the role in education that we think it is going to fill, and the role it seems increasingly necessary that it should fill, we expect there will be a need to expand the whole operation to get coverage during the hours when educational television will be able to serve a useful purpose not only for the regular school day and the regular school uses, but also for in-service training of teachers and for adult education.

We have done a little work in this field of in-service education of teachers which, we think has turned out to be rather helpful. A film was produced to show teachers how to make use of educational television. We have had television courses to instruct teachers in primary reading, science, mathematics and in areas where the new curriculum requires teachers to try to keep up to date and to try to learn techniques with which they are not too familiar.

Our practice to date has been that the province has borne the direct cost of putting on the programs and the CBC has provided the production and transmission facilities. This seems to us to be a satisfactory division of responsibility and one that has proven to be very workable in Manitoba.

• 1005

We think there is value in having regional and national television programs, as well as provincial programs, and it has been the

practice for quite some time in Manitoba to work with the other Western Provinces in the development of regional programs. There has been some sharing of these programs and some developments which have revolved around or have influenced curriculum development. Mr. Chairman, as I am sure you and the members of your Committee know, there tends to be a fairly wide divergence in curriculum from province to province in Canada, even in the number of school grades, which further complicates things, but at least the three Prairie Provinces are on a twelve-grade system, so it has been possible to develop regional programs for the area.

We also think that there is a place for national programs. It seems to us that it might be more feasible for regional and national programs to be developed adequately if educational television were carried on as a part of the operation—one of the arms of the CBC—than if there were an educational television network responsible for transmission alone, because the CBC would still have to fill the role of attempting to develop or to somehow co-ordinate the national programs.

I think I dealt with number 5 which, as I said, was an extension of number 1.

We think it would be desirable if the VHF channels were used first and we present in Appendix II the VHF channels that are available in Manitoba at the present time. It would seem logical that those VHF channels might be used first and the UHF channels used as second choice if they were needed or if VHF channels were not available in some areas of the province.

Mr. Chairman, that is a very brief summary of our position. Miss McCance might want to elaborate on any of the points I have made.

Miss G. McCance (Supervisor of Radio and T.V. Education, Province of Manitoba): I do not think so, Mr. Chairman, other than just to reinforce what Dr. Lorimer has said about the experience we have had in a co-operative arrangement with the CBC. It has been a long experience in radio although comparatively short in television, but it has been workable.

When I look back over the experience I feel it was interesting, because when we first faced each other the broadcasters looked at us as educators and said, "What do you know about broadcasting?" and we said, "What do you know about education?" However, over the years a mutual respect has grown up and

it has been a most interesting and really a very reasonable working arrangement to let the people who know about the technical things in broadcasting—in my opinion broadcasting in an art and these people are artists in their own right—do the part of the broadcasting that is their right and to let us look after the content and the presentation from our end, the educator's end. I think for this and other reasons as well we would be very happy to see these experts—and they are experts—take over the production end of the broadcasts and leave the educational end to us.

The Chairman: Thank you.

[Translation]

Mr. Berger, you have the floor.

Mr. Berger: Mr. Chairman, I would first of all like to congratulate the distinguished representative of the Manitoba government for a brief that was at once interesting and detailed.

I have only a few questions. I would like to see certain points clarified. In item 1 of the recommendations, it is said that:

The Province of Manitoba recommends:
That the CBC be the federal agency responsible for ETV.

I would like some precision on this question. In making this recommendation, do you automatically reject what the government is proposing and what we are now studying,...

[English]

Is there no interpretation this morning?

Mr. Jamieson: I do not think there is any. This one is working now.

Mr. Berger: All right.

● 1010

[Translation]

...the establishment of what has been called "The Educational Broadcasting Act"? You then say that the CBC would be the responsible federal agency, but in what sense? Would it be for the technical aspect only, or simply to facilitate the expansion of the existing networks? I am asking those questions because we in Quebec, who are perhaps more sensitive than others as far as certain aspects of the BNA act are concerned, we feel that all

aspects of education come under provincial jurisdiction. On page 11 you emphasize that

this system could only operate effectively in the field of ETV if the educational branch were to be semi-independent, operating on its own budget, and in no way restricted in its operations by the conflict of interests arising from direct competition between educational and non-educational television within the Corporation.

This is why I was a bit confused. First of all you say you want the CBC as the federal agency responsible for educational television. But as far as I am concerned, it would be better to have a completely different and distinct body in order to eliminate these little difficulties. In our opinion, this would not necessarily involve duplication, nor would it double the staff, which could form one group. That is why, as far as page 11 is concerned, I wanted to know exactly what this type of responsibility means to you. In what way are bodies responsible? Are they responsible only for the technical aspect? I would ask Mr. Lorimer, Deputy Minister of Education for Manitoba, if he could not clarify this matter somewhat?

English]

Dr. Lorimer: Mr. Chairman, may I say first of all that Manitoba probably is not much different from all the rest of the provinces in believing that education is a provincial responsibility, so nothing that we have said here presupposes that that responsibility will either be taken by anyone else or that Manitoba wants to transfer its responsibility to anyone else.

It seems to us, from the experience we have had with educational television, that there is no reason that an arm of the CBC could not be responsible for the production and the transmission of educational television and the Province of Manitoba or any other province responsible for the educational content of the program. In other words, our suggestion with respect to the CBC is really no different from the general proposal, as I understand it, for the educational television network except that the government's proposal envisages the television network carrying not only the transmission and leaving the production as well as the programming to the provinces.

We think that the production as well as the transmission can be put together because we think production involves the technical per-

sonnel—the cameramen, the organizers, that large group of people that practically run you down when you go into a CBC studio. But we would want to keep the other group of people who do the scripts, who do the programming and who check the educational content.

● 1015

Your asked how this would work in with the CBC operation and so on. Our point here was that under the present arrangement it is not as satisfactory as it could be and should be because it is only one of the many operations of the CBC and it is not adequately supported financially because the CBC has other things to do. We think that rather than establishing a separate network with a whole structure that you could establish a separate division within the CBC that would only require a partial structure which would do all the things that would need to be done. So that in terms of the end result, except for this production matter, you would end up with the same general result, that some national organization, in our thinking the CBC, would do the things that do not impinge on provincial autonomy and education. I do not know whether I have dealt with the whole of your question.

Mr. Berger: I think for the time being that is sufficient.

The Chairman: Mr. Jamieson, you are next.

Mr. Jamieson: Dr. Lorimer, if I understand your proposal correctly it would involve the creation of a total national network. I would assume that if we are going to go this route in the Province of Manitoba that consistency would indicate that the CBC would then be the agency for all of Canada. Is this correct, or do you see a possibility of having in some provinces this kind of a CBC-educator relationship and in other provinces something else?

Dr. Lorimer: I would think that logic would suggest it would be the same all over Canada.

Mr. Jamieson: So that in reality you are proposing that federal financial resources be employed to build a coast to coast network for educational television which then would be in effect turned over to the CBC for operation?

Dr. Lorimer: Yes. As I understand it, this is what has been suggested for a separate educational television network.

Mr. Jamieson: Well with this exception perhaps, that the educational television authority proposed in the draft bill has a good deal more authority than merely production and transmission. In other words it is in a sense, if you like, the co-ordinating agency from the federal standpoint to the extent of federal authority in the field of education. Would you suggest that the CBC be given these powers if they were to become the authority or some other agency, say the Board of Broadcast Governors or its successor?

Mr. Lorimer: Now I was not aware that this proposal was that the ETV network would co-ordinate educational television. I was under the impression that it was proposed to set up a network to provide transmission facilities and then that the various provinces would use those facilities for programming.

Mr. Jamieson: Well, that is the simplistic view of it and it is essentially correct except that perhaps one would have to add that the educational television authority, as I understand it, would have a responsibility of ensuring a continuing liaison between the different groups. There might be and indeed there seems to be a fairly general view that there will be need for arbitration in some circumstances to deal with questions arising because certain groups cannot get on the air, questions arising as to the particular content of a program, whether it meets the definition of educational television and that sort of thing. In other words, I suppose it is fair to say that it is in a way a quasi judicial type of body. Now would you see this power being vested in the Board of the CBC?

• 1020

Dr. Lorimer: Well, I suppose that in the Province of Manitoba, for example, there might be merit—and we have not gone very far in this—in having some kind of a board which would represent the departments of education, the universities, the teachers, the trustees and other groups that have an interest in educational television, and that it would help to provide a focus and a co-ordinating body for provincial programming in education. If, as well as that, or working with it, there was need for somebody else to help to co-ordinate the whole process I would see no objection to it.

My only question on what you said is relative to this body's looking after the content of the programming, for example. If

some federal or national body is going to do that then although we are not too sensitive or do not see any serious problems arising nevertheless I can see that if, for example, in Manitoba, our program of studies in the schools called for a certain area of study we would not expect someone else to come along and say, "We are sorry; we cannot put on that TV program in that area because it does not tie in with our philosophy".

Mr. Jamieson: If you have been following the previous witnesses at all, some of the difficulties that have arisen have concerned not so much the in-school instructional type of broadcasting as the attempt to define education outside of the school period, such as adult education and that type of thing.

Again, there appears to have been fairly general agreement that this is one of the hard-core problems that must be resolved between the federal and provincial jurisdictions.

To come back to my point, it would appear, at least to me, that there is going to be a rather constant need for an agency to deal with all of the provinces in these matters, to ensure that the mutually-agreed-upon objectives of the federal-provincial authorities are carried through in education, and that it stays, in effect, on the rails as determined by the original intentions or statement of philosophy, if you like.

To revert to my basic point, this, in accordance with what you are proposing, would put the CBC into a position where it would be a decision-making body, in a sense, and a policy-making body, at least to a degree. Do you see in that anything inconsistent with the view normally expressed in Ottawa that there be separation of the regulatory function from the broadcasting function in conventional broadcasting?

Dr. Lorimer: I can see possibilities of problems, but I do not see that they will differ, or be any more severe, with an arm of the CBC, or the CBC, doing it than with a separate educational television authority. If these problems have to be resolved I do not see any serious difficulty, no matter which organization has to solve them.

Mr. Jamieson: The opposite point of view—and yours may be equally valid—is that there is the fundamental difference that the so-called ETV authority is a non-broadcasting body; that it is not engaged in the

business of broadcasting, in any sense, but is merely a regulatory authority.

Mr. Prittie: Mr. Chairman, is Mr. Jamieson right there? It seems to me that the proposed federal agency would be the operator of the facility.

Mr. Jamieson: I am not sure. That is why I am asking.

The Chairman: I have not interrupted Mr. Jamieson, but he is putting on the proposals an interpretation that I would not put on them. However, it is his privilege to . . .

Mr. Jamieson: Even if you are right, Mr. Prittie, it is still a question, I suggest, whether the CBC should be in this particular field, not only as an operator but involved in policy.

I will pass on to the next area of my questioning. I take it that from your point of view, and assuming that this recommendation were followed, the CBC would, in a sense, be a wholly passive participant; that in programming they would merely do as they were instructed to do by the provincial educational authority, in whatever form it may be, and then transmit it? In other words, they would not be involved, other than in a purely technical sense, in the production of these programs?

1025

Dr. Lorimer: As this has worked to date, with the CBC on school broadcasts, there has been a co-operative and consultative relationship between the departments of education—Miss McCance, in our province—and the CBC so that we could profit from their technical competence and general knowledge in the area; but the content of the program, or how a program will be put on, or shall it be this program instead of that, the CBC has not attempted to regulate, because it is a part of the teaching program of the schools.

Mr. Jamieson: Yes, I accept that. However, Mr. Lorimer, I think the main reason for your advocating CBC involvement is that it is to you the most obvious source of expertise, to use that now-familiar word. It is not a philosophical thing; it is not a question of saving the so-called public broadcasting corporation involved in educational television; it is simply that these people are available, and the facilities are available and that seems to you to be the logical way to approach it?

Dr. Lorimer: That is right. First of all, we believe we really cannot afford to set up another hierarchy to do this, when the CBC already has the structure; and we think that the first-rate personnel to do the things involved in production and the general organizational work exist in the CBC. When they and CTV have their staffs there are probably not going to be enough people of high quality left in Canada to set up a third network. Our experience in Manitoba with the CBC has been sufficiently good that we do not see the justification for a separate authority.

Mr. Jamieson: Relative to that, though, you would probably agree that were you greatly to expand the amount of educational television production, the CBC, whether in Manitoba or elsewhere, would not be able to do very much more than it is now doing without greatly increasing both its facilities and its personnel?

Mr. Lorimer: They would have to increase both; that is right; but no more than would another authority.

Mr. Jamieson: I agree; but would it be any less? For example, the Ottawa group that was here last week pointed out that CBC Ottawa, at least, has been able to do very little for them, as I understand it, because of limited facilities and personnel inadequate to take on the extra responsibilities. In other words—and I am not being argumentative about it—the position is simply that the CBC would have to increase its personnel and set up what would virtually amount to a whole new structure to deal with national ETV on any kind of comprehensive basis.

Dr. Lorimer: That may be so in Ottawa. In Winnipeg, for example, you would find that although the CBC facilities are utilized fairly fully during the daytime—indeed, we are running into problems in getting studio time for putting on our programs—the facilities might be available, let us say, on Saturdays and in the evening for some of the CBC programming; so that we might get time and studios and so on with some expansion. This is a matter of organization with which I am not too familiar.

Mr. Jamieson: Have you considered the wisdom of a concentrated or centralized source of ETV programming as opposed to a very wide range of sources?

• 1030

For example, if the CBC were to become the educational television authority and it came before Treasury Board and asked for a very substantial amount of money to build 10, 15, or 20 production studios across the country I would logically expect that there would then be a tendency for most of the production to be concentrated in these centres and done by the same technical people and, indeed, I suppose, to some extent, by the same educational people. The view has been expressed by others that this is not as desirable perhaps as having a large number of agencies each producing a relatively small amount of programming; of having it all coming out of one channel, or one bottle, if you like, rather than perhaps having even independent producers, possibly a film company, various people like this. Has this occurred to you—the wisdom, as I say, of concentrating it in one spot?

Dr Lorimer: You mean that television programs would be produced, say, in Toronto for all of Canada?

Mr. Jamieson: No, they might be produced in a dozen places across the country. It might conceivably be the case that programs would be produced in Manitoba for use in Ontario. If I may re-phrase it, the point is that it is generally accepted that if you build production facilities, then the first necessity is to keep those going to maximum capacity because this is the logical and economical thing to do. This would mean, then, that practically everything that could be produced within a new CBC production centre for educational television would be produced there. But this might deprive others with different ideas and whole new approaches and perhaps limit experimentation in the whole field of ETV programming.

Dr. Lorimer: Well, I must say, Mr. Chairman, that we do not think that that would be the logical development but that the production facilities available would be the normal production facilities of the CBC. In Winnipeg, where the CBC facilities are available for production and transmission, our department people would do the programming and would simply use those facilities there, and the same would apply in other provinces. So that for local programming, for provincial programming, we would see this being done in every province and in the major cities where there are studios and where their people can be gathered together for the programming. So that, say in Alberta, where they have two

larger cities, you do this in both. In Manitoba we tend to do most of it in Winnipeg, but perhaps a little in Brandon. This could be the case except for the production in some central place of programs that are national in scope or are used in many schools. High school science these days is getting to be standardized on P.S.S.C.—Chemistry study and so on. We could produce chemistry study programs in Manitoba that would be just as useful in Nova Scotia and British Columbia as in Manitoba, and they could do physics that would be just as useful in Manitoba. Since there is no philosophical difference between science in Manitoba and Nova Scotia, there should be no problem about a program's being acceptable in this particular field. So I would see the provinces joining together, as the Western provinces now join together, to say, "In Manitoba we will produce either a program or a series of programs in this field, and here is what we think we are going to do." And the other provinces would say, "That is fine; we like that and want to use it. And in turn we will do the same with you." I do not see any problem of over-centralization in either the CBC or the ETV proposal if you operate on this general basis.

Mr. Jamieson: It is not a problem except perhaps in the economic sense. This is what I was getting at. You yourself, in that last answer, mentioned a minimum of five production centres in the three Prairie Provinces, perhaps even six: Regina and Saskatoon, presumably Calgary and Edmonton, and then Winnipeg and Brandon. This sets up a situation where you have, in effect, six production centres. The argument that is raised by many people is twofold; that is, one group says this is too decentralized and that there is too much duplication; another says that that is the ideal. What I was getting at is: do you think one production centre regionally located rather than five locally located, if you like, would be useful or would be better?

• 1035

Dr. Lorimer: I doubt it because the kind of programming that you would normally do would be specifically related to provincial curricula and would require that each province have its own facilities somewhere in the province. Whether they have them in one place of two places would depend upon the availability of studios, let us say, between Regina and Saskatoon. This is the field in which I am not an expert, but one complaint in Western Canada is the tendency for CBC

programming to be done too much in Toronto and not enough in Winnipeg. The same would apply in the three provinces if Winnipeg or Edmonton were to try to do all the programming for the Prairie Provinces. The others would become unhappy, and rightly so.

Mr. Jamieson: In other words, then, the logical end result of that line of argument—and it has a good deal of validity—is that if we are talking about the federal authority, whatever name it takes or whatever the agency, getting deeply into the production side of educational television as opposed to merely the transmission side, then the federal authority, taking the country as a whole, would probably have to anticipate 50 or 60 as a minimum number of production centres, if you take Quebec and Ontario, then the Atlantic Provinces, then British Columbia, as opposed to yours, the three Prairie Provinces.

Dr. Lorimer: That would seem more than I would have said would be needed.

Mr. Jamieson: Well, we could take a Cooke's tour across the country and add them up, but I am speaking in terms of the argument that (a) each province has to have its own, and (b) probably each major centre within a province, or each region, has to have its own.

Dr. Lorimer: Not so much in Saskatchewan; not so much that you would have to have one in Regina and Saskatoon. But if the CBC facilities were going to be made available for other kinds of programming, well, then, the ETV people could use the facilities. If it develops that adequate facilities are available only in Regina, then they could make all the programs in Regina until somebody, presumably the arm of the CBC, could afford to have proper production facilities in Saskatoon. I think this is a matter of geography as well as economics.

Mr. Jamieson: I am sorry this line of questioning is taking so long, but I think it is quite important. For example, let us say a university has production facilities; and within most provinces today, certainly the larger ones, there are any number of private facilities of one type or another—and I am using the word "private" in the broad sense, that is, nongovernment-owned facilities. Would the tendency not be, if the CBC, or indeed ETV for that matter, were told to go and put in production facilities, for them in some instances to duplicate facilities that are not really necessary?

Dr. Lorimer: I suppose that might be. But normally the sorts of facilities that universities have are for a specific kind of university use, such as a lecture on something. If the University of Manitoba has closed circuit television, as it does, and has adequate studios for somebody to give that kind of lecture, I see no reason for the educational television authority not to put that on videotape in that studio rather than in some other studio. I think it is a matter of utilizing the available resources to the best advantage without duplicating them any more than is absolutely necessary to have the studio time available for the programming.

Mr. Jamieson: I have only one or two concluding questions. How extensively do you think you could make use of regional programs in, shall we say, the Prairie region? You mention the same type of science program being acceptable in various places; would 50 per cent, 20 per cent or 90 per cent of the production have a universality to it?

• 1040

Dr. Lorimer: I will let Miss McCance answer that.

Mr. Jamieson: I do not want to pin you down to a specific, but is it substantial, or you find there are a great many differences around the three provinces, or is the common denominator more one of general usage?

Miss McCance: We have been surprised at how much of a common denominator there is. We have been watching the curricula in the different provinces for a long time in planning programs but there still is, of course, a wide difference. Perhaps we could say, fifty-fifty.

Mr. Jamieson: I see.

Dr. Lorimer: I may say, Mr. Chairman, that we are going to have discussions with the Province of Saskatchewan concerning the possibilities of more curriculum similarity. In the early stages this may be, for example, only to decide in which grades we will teach Canadian history so that students moving from province to province will not get it twice or not at all.

Mr. Jamieson: You agree, I take it, that standardization of curricula to the maximum degree is desirable?

Dr. Lorimer: Well, this is another whole topic and I will neither agree nor disagree and I do not think we want to get going...

Mr. Jamieson: All right, we will not get into that. How much VHF is available and unused in Manitoba, sir? Do you have any idea?

Dr. Lorimer: In Appendix 2 we have listed the channels and the locations. There are six channels.

Mr. Jamieson: In other words, there are two in Winnipeg itself?

Dr. Lorimer: Yes.

Mr. Jamieson: So there is no real problem, I take it, in the province of Manitoba, at least. You could get pretty extensive population coverage on VHF.

Dr. Lorimer: Yes.

Mr. Jamieson: Have you any way of measuring the effectiveness of the service to date, the use that is being made of it? You have outlined how much you are doing and so on, but do you make checks to see if it is being employed?

Miss McCance: Yes, we use a number of methods. Each year we send out a questionnaire to every school in the province. In our teacher's manuals we have evaluation sheets for each series, and between the two and reports we get from our school superintendents and correspondence from teachers we get a fairly good idea of how they are being used.

We do not have as many viewers as we would like, but I think the reason for this is that to date we do not have enough programs. We have just a half hour a day and spread over the whole curriculum and all the grades it does mean that there are relatively few programs for each group of students. But the audience has doubled in the last two years.

Mr. Jamieson: I have one final question, sir. Assuming the facilities were available to the extent that your brief outlines, do you see this having a quite substantial effect on the whole approach to teaching? In other words, do you see television being integrated with the curriculum, being employed as a part of it, or merely as a sort of—and I have used the word before—appendage but a larger appendage than it is at the present time?

Dr. Lorimer: We think that if educational television is going to be effective and really worth doing at all, it has to be integrated.

Mr. Jamieson: Thank you. Thank you, Mr. Chairman.

The Chairman: Mr. Prittie?

Mr. Prittie: Mr. Chairman, I think there are two things that have put us off the tracks a little. One is in the brief and the other raised by Mr. Jamieson's question is the talk about production centres. As I understand the proposed government legislation, we are really not concerned with that. We are concerned with the building of transmission facilities and it seems to me that we will not even be building the studios.

Mr. Jamieson: Exactly.

Mr. Prittie: So why are we concerned about production centres? They will be a matter for provincial and regional decision.

Mr. Jamieson: If the Chairman will permit, that is why I asked the question because this would involve the federal authority much more deeply than the legislation anticipates. I was just trying to figure out how deeply if we were to recommend that this extension be included in the proposal.

Mr. Prittie: What involves the federal authority more deeply?

The Chairman: I think perhaps your question should be directed to the witness rather than to Mr. Jamieson. As I understand Mr. Jamieson's line of questioning it arises out of the suggestion that the CBC be the agency and...

Mr. Prittie: I will come to that too, Mr. Chairman. It will not be a direct question, but it does not seem to me to make any difference in that respect whether a branch of the CBC or a different agency provides the transmission facilities. It will still be up to the provinces and the regions within the provinces to do the production and to provide the production studios and everything else. So, that is really not our concern; transmission facilities are our concern, I believe.

● 1045

Dr. Lorimer: We are suggesting, Mr. Chairman, that the federal authority ought to provide the production facilities and staff and that the provinces ought to provide the educational people who do the script writing and the preparations, and so on, because these production facilities can be utilized for a whole host of other things as well as for educational...

Mr. Prittie: Here we have to be clear again. Are you suggesting that the federal agency will provide the cameramen, the producers and the directors? I understood that they would provide just the technicians and engineers who would make sure the broadcast got on the air.

Dr. Lorimer: We are suggesting that they do provide the cameramen and this whole aspect of it so that the provinces are left with the educational end of it and the people who are responsible for the material in the program, but not that the provinces have to have the technical personnel to operate a studio, the production people that are in the studio.

Mr. Prittie: Your brief, then, is a little different from some of the others we have had. They have suggested that they would provide their own production people except for the people that make sure the broadcast goes on the air.

Dr. Lorimer: Yes, that is right.

Mr. Prittie: Thank you. The other point is that in your recommendations you refer a couple of times to an ETV network which I think is again a little misleading. I think the legislation is going to provide facilities to provinces and if a network should grow out of that later well and good. But a network presupposes hook-ups across the country which is another matter. Were you thinking of a network in the national sense of being looked up from one province to the other?

Dr. Lorimer: No. We were thinking of the three kinds of programs: provincial, regional and national. It seems to us that a good deal would be lost if everything were to be only provincial and within the boundaries of the province. If it is not possible to set up a prairie network to exchange programs as we have been doing for so long, this would be a real loss.

If it were not possible to somehow tie in all of the stations in the provinces that wanted to make use of the same kinds of programming, this again would seem to us to be a loss. I would wonder what is the matter with the regional and national programming in areas where it is desirable and acceptable.

It is quite clear that in certain areas of the curriculum the provincial differences in programs in the schools are sufficiently great that even regional, let alone national, programs are not feasible. But I used the exam-

ple of science. The new high school science programs are just as valid in Newfoundland as in Manitoba. We are teaching the same program.

Mr. Prittie: How do you exchange programs in the Prairie Provinces now? Are they broadcast at the same time to the three provinces or do you ship films of tape to one another?

Dr. Lorimer: I will call on Miss McCance to give you the details.

Miss McCance: They are broadcast at the same time. We meet twice a year and plan our programs together and then we divide up the responsibility for preparing our programs. Manitoba would be responsible for one or two series, Saskatchewan for others, and actually this division of ours includes British Columbia as well. We share the responsibility of planning our programs and they go on the air at the same time on the network.

Mr. Prittie: This is only possible when you are using CBC. When you are using the facilities of private stations probably you cannot do this.

Miss McCance: Oh yes, we have a fine affiliation with private stations.

Mr. Prittie: I mean on a network basis, too.

Miss McCance: Yes, on the network. We do ship film—kinescopes—to the north, to Thompson and Churchill, but the rest of them go on the network line.

Mr. Prittie: Thank you.

Mr. Jamieson: There is no microwave north of Thompson yet, is there?

Miss McCance: No.

Mr. Prittie: I have another point, Mr. Chairman. This is the first brief, I think, that has recommended that the CBC be the federal agency responsible for ETV transmission and it is also referred to briefly in the Canadian Teachers' Federation submission which we will hear later today. I can see arguments both for and against it. One of the arguments against the CBC having it is that around here money might more easily be voted for some other agency, but apart from that I was impressed by what Dr. Lorimer said about establishing another hierarchy. I realize that you will need more people but it seems to me there are certain common

housekeeping services already established in one agency and we are trying to keep down the proliferation of employees and agencies. This is a matter that we should keep in mind. I made a notation about copywriters, was this mentioned in this brief or in a later brief?

● 1050

The Chairman: No, in another one.

Mr. Prittie: Then I will pass for now, Mr. Chairman.

The Chairman: Mr. Cantelon, have you a question?

Mr. Cantelon: Yes, Mr. Chairman. With respect to what we might call an enrichment program, the type of program that universities sometimes put on, do you think there would be any conflict between the type of organization that you are suggesting and the type of organization that would unify the whole of the Dominion with the ETV setup actually putting on that type of program?

Dr. Lorimer: I do not see any real problem, Mr. Chairman. I should think that the utilization of programs across the country would depend upon the particular kind of program, so that if a program were produced in one province that the other provinces thought was one that was desirable to be shown as a part of their ongoing program they would make arrangements to show it because generally they would be kept posted as to what was being developed. So you would have about the same situation existing that Miss McCance has mentioned for the prairie region, where they get together and decide in what areas they are going to work for the year, how to divide the field up, and the general area of content which will be suitable for each province. At the school level, for example, you can produce programs in art appreciation or in music that are universal, so to speak, because they do not relate particularly to any special kind of program content which is provincial in nature.

Mr. Cantelon: Your own experience in co-ordinating programs in the prairie provinces and B.C. have been quite successful and I suppose this would lead you to feel that this other type of thing could be just as successful.

Dr. Lorimer: Yes. Co-operation in the western provinces in respect of school broadcasts goes back for twenty-three years, so we are talking about a long and satisfactory experi-

ence in provincial co-operation and in relationships with the CBC. It is because of this long and satisfactory relationship, as far as radio and then television is concerned, that we think there is something to the position we are presenting.

Mr. Cantelon: I will leave that line of questioning.

You suggest that the very high frequency-type of broadcasting would cover Manitoba. Is there any possibility that some day in Winnipeg you might have to go to UHF?

Dr. Lorimer: Yes, I think it is possible that would be necessary as educational television became more common and a greater variety of programs were desirable. I would suppose that it would not be possible to accommodate all of it unless the schools went rather elaborately into videotape and facilities of that kind. I expect that schools are going to have to do that in any case because, as you know, a high school cannot really operate successfully to utilize television or radio programs unless they can be fitted into the teacher's timetable. You cannot keep reorganizing the program so you have to have either a good deal of program repetition or videotape machines in operation and people to man them. What the end of this will be, in terms of the relative merits, I think is a little hard to judge at this juncture.

Mr. Cantelon: Then there is a problem of expense that arises when you talk about videotapes. I am just wondering how Manitoba would feel about what I think are rather heavy costs in putting videotape recorders in what we would call the "outside" schools.

● 1055

Dr. Lorimer: It is a very serious problem, Mr. Chairman. It is also complicated by another related one, that while it is possible to get adequate service for videotape recorders in Winnipeg and Brandon, it is almost impossible to get service in Churchill or even Dauphin. So the more you can rely upon something simple like a television set that you can switch on and off and that servicemen can handle on the local level, the more satisfactory the whole operation is likely to be.

Mr. Cantelon: I am glad to hear you say that because this is the first time that that has been suggested to us, and I know from personal experience that this would certainly be

very important point in such schools. That is all, Mr. Chairman.

[Translation]

The Chairman: Mr. Pelletier, you have the floor.

Mr. Pelletier: I only have one question, Mr. Chairman, for information only.

On paragraph 5 of page 2, it says:

educational television can be a powerful factor in attempting to provide equal educational opportunities to all parts of the province.

I would just like to ask the witness if the province is contemplating French courses for French-speaking students as part of the educational television plans in Manitoba? Are there some at the present time in the pilot projects which have been going on since 1956?

[English]

Miss McCance: The answer is, yes. This year we have been carrying a number of programs on CBWFT connected with a French literature course. I was just telling Dr. Lorimer that we have heard from every French-speaking school in the province where they teach the français course and they have complimented us on the programs and said that they are being well used. This is the first experimental series we have had.

[Translation]

Mr. Pelletier: In these projects, are there some planned?

[English]

Dr. Lorimer: At the present time in Manitoba it is possible for instruction to be given in French during 50 per cent of the school day. This is teaching French per se and social studies in French, and where they wish to use it in religious instruction in the last half hour of the day. At the moment we have no plans to go beyond this amount of instruction because we just began to develop it in this school year in grades 1, 2, 7, 9, and 10, and we are going to try to fill in some more of them so we will have it through the 12 grades.

[Translation]

Mr. Pelletier: I may have expressed myself badly. I was wondering if the plans for educational television in the future included courses normally given in French?

[English]

Dr. Lorimer: Do you mean if there will be educational television programs in French in French social studies?

Mr. Pelletier: Yes.

Dr. Lorimer: That is right. On our educational television programs we would plan to do the same sort of things as we do in the schools, and social studies is such a good field for educational television that we would be doing it in French.

The Chairman: Mr. Richard, you are next.

Mr. Richard: Mr. Chairman, I would like to ask the witness whether I am right in my impression of his recommendation in paragraph one, which I find very valid and interesting. Relating to the essential needs of education in the province of Manitoba, you consider that it would be better to deal with a CBC agency at the present time to obtain immediate results for the essential needs of education. Is that not your point? At the present time you want to avoid all the red tape and delays possible.

• 1100

Dr. Lorimer: Not only that, Mr. Chairman. Because our experience with the CBC over these many years has been satisfactory, we think there is no reason this could not be a permanent arrangement. Given the necessary establishment of facilities and the money for educational television, the CBC could do the job as well as anybody else. We hope they might even be able to do it for a little less money because we would not need to maintain the two structures.

Mr. Richard: In other words, they could escalate educational TV much more quickly than if you depended on a new agency, which would take some time to function?

Dr. Lorimer: Yes, that is correct, Mr. Chairman.

Mr. Richard: Thank you.

The Chairman: Are there any other questions for Dr. Lorimer or Miss McCance?

Mr. Jamieson: I have just one question for clarification, Mr. Chairman. Getting back to Mr. Prittie's query with respect to my line of questioning, it is a fact that the only reason we are considering this matter at all at this level is because the federal government is

supposedly the custodian of the air waves. From that point of view, Mr. Prittie's contention that we are only dealing with transmission facilities is quite literally correct. When you suggest extending the federal presence into the production side of things, you are really going beyond what in a sense we have any responsibility as a federal authority to do. I just wonder if there might be some objection to this as being too substantial an intrusion, if you like, into provincial affairs. In other words, the federal government does not have any authority to produce educational television programs per se. We are in it simply because it has been argued consistently up to now, at least, that the airwaves are a federal responsibility, but you do not see any problem in this, do you?

Dr. Lorimer: None at all, Mr. Chairman, no. I recognize that when one uses the word "production" it tends to suggest more than we are contemplating and more than has been done by the CBC. We are in effect saying we would like the federal government to provide the automobile and the gasoline and we will bring the maps and decide where we are going. There is no real problem with the federal authority providing you have the special technical staff, the kind of expert staff that can be generally utilized in ETV, entertainment TV, or any kind of television that you can think of, because this technical production staff, to our way of thinking, goes along with transmission facilities. It does not determine the content of the program at all, it simply makes sure that the programming is done at a high level of technical competence. We make the point, television being so pervasive in our society, that if educational television is really going to do the job we think it is going to have to do—and which it can do—there must be technical competence and technical perfection in the programs. Otherwise students will soon get the idea that educational television is a do-it-yourself operation, whereas commercial television or entertainment television is something of a high order. So, we think combining these technical staffs will be advantageous to both educational and commercial television, and we really do not see any conflict or any problem there. At least none has developed in our experience with the CBC in the utilization of their technical staff.

• 1105

Mr. Jamieson: The analogy to textbooks has been mentioned before the Committee on several occasions. If you extend that, it might

be consistent to argue that there should be a federal agency of some kind to determine how textbooks are going to be produced. In other words, you are really saying to us in a sense that the federal government ought to provide assistance in putting the material together in a palatable form. I am not sure—I suspect this was Mr. Prittie's point—whether this is a valid area for federal activity or not. I think the fact that up to now you have been working with the CBC has more or less conditioned us to think this way. It makes quite a difference when you get into a very substantial amount of programming and when in fact you have to set up separate facilities or at least a separate branch of the CBC to do this work.

Dr. Lorimer: We are not thinking, Mr. Chairman, of the CBC as being responsible for putting this out in palatable form. We are only thinking of the CBC as having the expert technical people who know how to do it properly to help us do it properly. As far as palatability is concerned, which I think is related to content, we will take the responsibility for that. There is no reason why a technical crew cannot produce an educational television program one hour and then produce a commercial program the next hour. When you have the studios and the facilities, and so on, available it seems to us that you can integrate this whole thing better than if you set up two entirely different structures. The logic of two entirely different structures is that they cost more money. Further than that, they tend to get into competition with one another over these people who are so scarce and so important. I happen to be one civil servant who thinks you should not expand the civil service unless you have very, very good reasons, or soon there will be no other people working.

Mr. Jamieson: We will put you on display outside the tower. Finally, Dr. Lorimer, I was not arguing economics, I was simply questioning whether a producer in fact can be a sort of—I used the description earlier and I guess it is appropriate here—passive participant without leaving his mark on the program and whether or not there would be arguments that in a sense this was a federal type of intrusion, if you like, or participation in production. You do not see this as a problem?

Dr. Lorimer: We have not had any problems at all with this. I agree, Mr. Chairman, that we are conditioned by all our years of satisfac-

my experience with the CBC, which I must say I think is a pretty convincing piece of evidence. We look upon the CBC as being extremely helpful in this field. We have had good relations over the years with the people we have dealt with in Manitoba, in the Western region and in the CBC in connection with the national advisory committee. We think they have done a good job they have been helpful. We are only suggesting that you give it a great deal of thought before you throw them out and start another operation.

The Chairman: Are you suggesting, sir, that there will be enough time available on the new facilities for the people who are presently producing educational programs to also produce general programs on those facilities?

Dr. Lorimer: I think this would be more likely true in the smaller centres than in the larger centres, but it might be that the producers would specialize. Some producers have a particular flair for programs that deal with children or with some aspect of education, and there are entertainment programs in this area as well, although I find it difficult to know how to draw the line between entertainment and education.

I think we in Canada are missing a tremendous opportunity to improve our educational situation. For the life of me I cannot understand why after 4 o'clock and on Saturday mornings, when children are the main audience, we cannot show programs that are educational. I sometimes think the commercial interests that buy programs that are shown to children must sit down and say, "We will see what we can do to undo all the work the school is doing. We will show these programs that teach children to discriminate against Indians." Why should schools be spending time trying to teach boys and girls that Indians are respectable people and part of our society when our television programs carry programs showing Indians up in a very bad light?

1110

I just choose them as one obvious group. We seem to be schizophrenic on this whole subject, and I think it really is a matter that ought to be given consideration.

The Chairman: You would have no objection, then, to the CBC broadcasting, over what might be called "educational channels" under this new system, general CBC programming during times when the demands of educational authorities do not take up the whole schedule?

28022—2

Dr. Lorimer: That is right. For example, even at best I doubt that we will be able to use educational television before Saturday mornings for in-service courses for teachers. Therefore, one could show interesting and educational programs to children when they are looking at television. This would be a perfectly legitimate use of the facilities for a time.

The Chairman: And you are confident that you can make the necessary arrangements with the CBC to get as much time as you need, and when you need it, for the periods of broadcast for your schools and your other educational programs?

Dr. Lorimer: If the CBC is provided with the necessary money for the facilities similar to those of the separate network we think we could do this as satisfactorily.

The Chairman: In the context of your proposals, then, you do not see any necessity for a provincial agency to operate educational facilities and decide on scheduling in that system?

Dr. Lorimer: I would see the necessity and the desirability of a provincial body of some kind, say, co-ordinating and bringing together the interests of the various groups that would be involved in educational television, in order to work with the authority.

For example, the Department of Education ought not to do this entirely and solely on its own with the CBC or with anybody else. The university is involved, and we are involved with the university and school boards in adult education. We would wish to consult with the teachers and the trustees in Manitoba, as well as with the Manitoba branch of the Canadian Association for Adult Education. I foresee some sort of a body, whether co-ordinating or operating, and I think we would want to explore all of the groups in Manitoba to set something up. But I would not envisage its being a relationship only between the provincial government and the television authority, because I do not think that is wide enough.

The Chairman: You do not seek on behalf of the provincial government, final say on the use of these facilities?

Dr. Lorimer: We do not want either final or exclusive say.

The Chairman: You are willing to have a broadly-based organization, representative of community and educational cultural interests,

negotiate with the CBC, or the other federal authority, for time and the terms of use of the facilities?

Dr. Lorimer: Yes.

The Chairman: Thank you.

Mr. Cantelon: May I ask a supplementary? Do you fear that this body would be influenced in any way by political control?

Dr. Lorimer: Mr. Chairman, I do not think so. I cannot visualize that anyone in Manitoba would appoint a body, representative of the groups that I have mentioned, that would be politically one-sided.

Mr. Cantelon: Has there been any political interference in the programs that you have already put on and in the co-operation you have had with other provinces?

Dr. Lorimer: None that I have ever heard of.

Mr. Cantelon: That is all. Thank you.

The Chairman: Thank you very much, Dr. Lorimer and Miss McCance, for coming today and spending this morning with us.

• 1115

Dr. Lorimer: It has been a pleasure to be here, Mr. Chairman. We appreciate the opportunity to present our brief.

The Chairman: It has been very helpful to us. Thank you.

Our next delegation is from the Canadian Teachers' Federation. The President is the Reverend J. Harold Conway, O.M.I., and he is accompanied by Dr. Gerald Nason, Secretary-Treasurer, and Mr. Norman M. Goble, Deputy Secretary-Treasurer.

Father Conway, will you present your brief?

Rev. J. Harold Conway (President, Canadian Teachers' Federation): Mr. Chairman and members of the Committee, I am very happy to have this opportunity to present the position of the Canadian Teachers' Federation on this question of educational television. We represent teachers from every province and from the territories, and our brief represents a consensus of all these teachers.

First of all, because it might be important, let me mention my own background. I have been a high school teacher for some years, and also a principal. Dr. Nason and Mr. Goble have been classroom teachers and are now

full-time administrative officers in the Canadian Teachers' Federation.

We recognize that there are two distinct functions in educational broadcasting. First, there is the design, make-up and composition of programs to provide suitable educational experience for the pupils in the schools. The second function is the conveyance of the distribution of these programs to a particular, selected audience. The point of contact between these functions would be the production.

In the process, the production is part of the second function—the distribution and conveyance of the message. The determination of the goals of this production and the evaluation of its outcome belong to the first function—the design and make-up of the program.

The major principle which should regulate the first of these two functions, the design of the program, is there be professional freedom, with maximum local flexibility. For the second function, the distribution, we feel there must be maximum effectiveness in terms of scope of distribution and technical quality with maximum freedom of choice of time and manner of reception by the audience.

We do not feel that the first function, that of designing and composing and making up the program, belongs to the federal authority except in relation to general, cultural programs. Strictly speaking, this pertains to education. Therefore, we feel it would be fruitless and even improper to take up the time of any Committee of the Canadian Parliament with dissertations on teaching practices. However, we feel it is the responsibility of the federal authority to ensure that control of the means of distribution is exercised in such a way as to promote the educational purpose that is to say, to ensure that arrangements made for the conveyance of programs serve the educational purpose with the greatest possible reliability and efficiency. With these few words of introduction, I am going to ask Dr. Nason to go through the brief. It will not be read, but he will go through it and refer to particular points in the brief.

• 1120

Mr. Chairman, I would like to ask Dr. Nason to present these points.

The Chairman: Dr. Nason.

Dr. Gerald Nason (Secretary-Treasurer, Canadian Teachers' Federation): Thank you

Mr. Chairman. As Father Conway has said, we do not intend to read the brief to the committee because we are aware that you have been through it, but I would ask the committee members if they would follow through the brief with me as we make some specific observations. It may be helpful for the French-speaking members of the Committee to note that the page numbers are virtually the same in both the English and French texts and that we will be pleased to receive questions based on either text.

Looking first at the bottom of page 1 and the top of page 2, here we are really stating our belief that any possible educational benefit from ETV ultimately depends on the establishment of sound, clear and sufficiently guiding policy and on effective production and distribution. Still on page 2 we make what we believe to be a very fundamental point; that for the establishment of sound policy it is essential that teachers, education authorities and other appropriate persons be consulted at all stages, from the initial discussion of the issues through every stage of the evolution of policy. It follows naturally that, as mentioned on page 2 and again on page 3, administrative or technical arrangements must serve the goal of educational usefulness. In our view educational usefulness clearly depends on the suitability of the content and the format and availability in a form and at a time that suits the educational process.

Turning now to page 5 and the top of page 6 we continue to emphasize the point just mentioned and to deal with it somewhat more specifically. Briefly summarized, this passage says that programs must be available as and when schools can use them. This would appear to us to require the following provisions. (1) No immediate restriction to UHF. (2) Protection, where necessary and possible, of HF and/or cable channels. (3) Provision for protection of channels in any new and perhaps as yet unknown forms of transmission. (4) If necessary, protection of selected hours with guarantee against pre-emption.

On page 7, a most important fifth point is added to these, namely the need for freedom to tape and to re-use material for in-school purposes, either locally or on a broader basis. Still on page 7 we stress the importance of ensuring the maximum local freedom of programming. This seems to us to require subsidized provision of production and transmission facilities. Turning to page 8, point (a) states our conviction that if sound policy is to be established, as mentioned earlier, and if

administrative and technical arrangements are to serve the educational purposes which are the fundamental objectives and must be the fundamental objectives of any arrangements for ETV, we shall require a regulating agency able to enforce its decisions on every agency properly subject to federal jurisdiction. To be effective, any such regulating agency, in our view, must be a public body free from direct political control and specially set up for the purpose of controlling broadcasting.

• 1125

Still on page 8 and at the top of 9, for any such regulating agency and the facilities it regulates to operate effectively, we believe that some form of representative central advisory agency is needed. Such an advisory body would be expected perhaps to consider policy with regard to national programs, to consult with teachers and provincial education authorities, to arrange for exchange of programs and information, to promote research and development and to study legal and other important problems. Such an agency, Mr. Chairman, would obviously require adequate financing and power to see that necessary studies were carried out.

At this stage, Mr. Chairman, we feel we must make a vital point which, while it does not appear explicitly in our brief, nonetheless we feel to be a logical extension of this principle of consultation with the sectors vitally involved in the implementation of television at the provincial, regional and local levels.

In the light of the principle enunciated earlier, namely that even sound policies can only be evolved through consultation and involvement of those who will be on the firing line in the provinces and in the classrooms, we believe that it is essential that an advisory body be established before any further action is taken by the federal government in the field of educational broadcasting.

Finally, referring to pages 9 and 10, some agency—and I stress either a branch of CBC or a new body; with reference to Mr. Prittie's remarks earlier, we are not prepared to take sides on this matter at this stage but believe the decision should be made later as a result of intensive and objective study which I submit, sir, is not the same as a long delay—but some agency, either a branch of CBC or a new body, should have the duty of procuring and providing necessary facilities. It should neither be under the direct control

of any government nor dependent on commercial revenue.

In summary, Mr. Chairman, we see a clear need for the setting up of three bodies: (1) a regulating agency able to license and to enforce in order to guarantee effective distribution; (2) an advisory body for policy study, appropriate liaison and development of information exchange, program exchange and research; (3) a production distribution agency to procure and provide necessary facilities.

We believe that whether or not the three are under one organizational roof, the regulating agency should be the parent body. We also believe that some advisory body should be set up immediately, before the federal government proceeds any further in this field, so that whatever legislation is finally presented to the House will have taken into account the practical and educational realities known only to those who will ultimately be charged with implementation.

The Chairman: Thank you, Dr. Nason. Mr. Jamieson.

Mr. Jamieson: Father Conway and gentlemen, having had the benefit of some discussion with you on this subject, the content of your brief does not surprise me very much. Could I ask as an opening question how far off the mark, in your view, the proposed draft bill is from what you think it ought to be? Apart from the VHF UHF question, do you see any major gaps in the proposed legislation or do you think it is on the right track?

Rev. J. Conway: Mr. Chairman, I would like to ask Mr. Goble to answer this question.

The Chairman: Mr. Goble.

Mr. Norman M. Goble (Deputy Secretary-Treasurer): Without getting too specific about the details, Mr. Chairman, we feel that the proposed draft legislation moves rather too fast towards implementation of specific procedures before there has been as complete a consultation with other interested bodies and persons as we would like to see.

• 1130

As I understand the intent from reading the presentation Miss LaMarsh made to this Committee, the proposals seem to be rather like our proposals for an agency to procure and provide means of distribution and organize facilities. It seems to provide a useful machinery for linking the needs of provincial departments on one side—provincial educa-

tion authorities—with resources such as those in the CBC, the National Film Board and other agencies that are within the jurisdiction of the federal government.

The proposals in their present draft form seem to lack some of the elements that we are suggesting. Provision for a regulatory authority, for example, does not seem to emerge very clearly from the draft proposals.

Mr. Jamieson: May I ask a question? What exactly do you mean by a regulatory authority? Do you mean something other than a purely technical regulatory authority, because I suggest to you that the BBG or its successor would serve in that capacity, would it not?

Mr. Goble: I think the answer is contained in Mr. Jamieson's phrase, "the BBG or its successor". I think until the intention of the government in this area is clear we really would not want to comment on this in too much detail.

Mr. Jamieson: If I may make a comment, the BBG or its successor is the custodian of the spectrum—the actual airwaves—for all purposes, so if you are speaking of a regulatory authority in terms of who will assign what frequencies or channels to whom, and for what purposes, then I think it is safe to assume that this will be the responsibility of this over-all broadcasting authority.

Mr. Goble: We are also concerned, Mr. Chairman, about ensuring that the authority of the regulatory body will extend to the enforcement of all policies arrived at through the process of consultation and advice that we have suggested. The policy as eventually formulated may go beyond the technical questions that at present come within the competence of the BBG and this is why I said I think we are entering into an area where the basis of policy has not been sufficiently clearly established. We have spoken of the need for the function of distribution to serve the educational purpose with maximum efficiency and reliability. There is great and urgent need for consultation on how this must best be done and what needs the educational systems will have of the agencies that control the distribution processes. Whatever turns out to be necessary must be enforceable by the regulatory authority.

Mr. Jamieson: I think this is really the nub of the matter. If I could draw a parallel with existing practices, let us say that at the moment the regulatory authority has the authority—it certainly will have under the new

legislation—to impose conditions of licence. It can say to an applicant, whether it be the CBC or a private applicant, "You can have this frequency or channel provided that it functions and that you perform certain types of programming", or whatever the case might be. Is it your suggestion that the BBG or some other federal agency ought to have the same rights with regard to facilities that are set up for educational purposes?

Mr. Goble: Yes; the regulatory authority must have the power to satisfy itself that the facilities for distribution that have been established as being necessary by the educational authorities do in fact exist, and it also must have the power to ensure that where the proper facilities do not exist that they are provided through the operation of this other arm, this agency for establishing and organizing facilities and procuring the production programs.

1135

Mr. Jamieson: I suggest, Mr. Goble, that is relatively simple from a technical point of view if there is a hole in the coverage. If somebody says, "We want a station", the authority then either agrees or disagrees. But what has been bothering me, and certainly I believe it has been bothering this Committee, are the conditions under which these facilities are then granted and to whom, in view of the division of authority in this field; that is, the fact that education is provincial. Should the federal agency—and again I have to say in whatever form it takes—have the right to say to the licensee, which presumably would be a provincial agency of some kind, "You are not using this facility in the manner that was designated in your licence and therefore you must conform or, indeed, we will close you down or take the licence away from you."

Mr. Goble: Provided, Mr. Chairman, that clear and sound policy has been established to guide the regulatory authority in such cases. The regulatory authority should and must have these powers. However, this again brings us back, I submit, to the point we have stressed, that there must be adequate consultation with the competent educational authorities and there must be clear and specific policy established before legislative, regulatory, administrative or any other action is taken.

Mr. Jamieson: Do you suggest—I do not want to put words in your mouth—that the ground rules for the technique or the method of moving here ought to be determined by federal provincial consultation, and that these

ground rules would be accepted by the provinces, shall we say, and then the provinces would also agree to abide by the interpretation of those rules by the properly constituted federal agency? Is that right?

Mr. Goble: I think in one direction we would go a little further; in another direction we would have some reservations. I think we would go a little further and say that the consultation must involve not only federal and provincial legislative authorities but also those nongovernmental agencies and groups which are deeply involved in the educational processes at various levels and other competent and interested parties.

I have some reservations with regard to Mr. Jamieson's choice of words because I feel that if the provincial authorities are adequately consulted with respect to policy that the question of requiring them to abide by the agreement should not arise. I think we should be talking about—to use a parallel—a joint management situation where all the participants in consultation share equal responsibility for the outcome, rather than a situation where one side attempts to impose anything on another side.

With regard to interpretation, we are suggesting a continuing advisory and consultative body so that disputed interpretations could again be brought into a forum for discussion.

Mr. Jamieson: At least three different views on this whole question have been presented to this Committee. Just a few moments ago the Department of Education of Manitoba indicated that it was not really interested in having exclusive jurisdiction over the use of the facilities. On the other hand, a couple of days ago I believe the Province of Ontario said that in effect the Department of Education would be the final arbitrator. New Brunswick was even wider in its views than Manitoba and in effect said that they did not really care about any of the constitutional questions so long as they got effective educational TV. This is why I asked the question. Does someone at the federal agency level—according to your brief—not have sort of final say as to whether these facilities are being properly employed or not?

Mr. Goble: In answer to that question I would like to make three points. First, when you speak of exclusive control am I to understand that you are speaking of the federal provincial division?

Mr. Jamieson: That is correct.

• 1140

Mr. Goble: First of all I would like to say with great firmness that we insist upon the principle of provincial autonomy in designing the educational process. That is one point. I would, however, like to point out that autonomy can be interpreted in only one way. It would be completely improper for the federal government, or any provincial government whatsoever, to require of the educational authorities in a province either that they participate in joint action with others or abstain from participation in joint action with others. Autonomy works in both directions. I do not think that any province has the right either to impose collaboration on another or to deny the right of another province to collaborate as and when it wants to.

Mr. Jamieson: I agree completely. That is why I wonder whether practicality does not dictate that the federal government simply has to say to a provincial government, "Here are the facilities, and we must rely on you to use these for educational purposes", and let it go at that.

Mr. Goble: Before turning to that may I complete my third point about the last question? Again, I think we would insist that procedures implementing action and administrative actions must serve policy. The view that a federal agency should have the right to interpret and impose an interpretation is not, I think, acceptable as stated in those terms, but I think this is an issue that need not arise provided that the machinery for framing, maintaining, updating, and revising policy is adequate to its task.

Mr. Jamieson: Would you like to answer my question now about the practicality of going no further than merely saying, "We are going to put up the facility and it is now up to the individual provincial government to use it wisely and well. We are not going to become federally involved in what you do with it".

Mr. Goble: In those terms I think we would certainly have to answer, yes, to that question. I hope that answer will not be construed as suggesting that we propose an attitude of complete indifference on the part of the federal authority. The federal agency would remain responsible for ensuring the adequacy of provisions made.

Mr. Jamieson: But are you speaking of purely technical provisions? As I see it there is no problem so long as we accept the simple premise on which this whole concept was based originally and that is that since provinces under the law cannot operate television stations or broadcasting stations the federal government, which can under the law operate these facilities, would go through the very simple process which Mr. Prittie outlined of building a tower and saying, "Here it is."

Now, it is when you get beyond that to the point where you say, where does the federal government go beyond that, that you are in trouble. So I come back to the point of whether there is any alternative to saying simply to the Province of New Brunswick, for example, that the federal government is going to build a transmitting station at some effective point and then saying to that government, "Fellow, it is all yours".

Mr. Goble: I think Dr. Nason would like to comment on this. Before he does, could I suggest at the risk of oversimplifying that I think we want the federal government to say "You want to do something; we will give from our resources the help you think you need to do it; we have informed you what other help you need and may not be quite aware of and we shall see that our part of the responsibility, the transmission, is done as efficiently as possible". Mr. Chairman, I think Dr. Nason would like to add something.

Dr. Gerald Nason (Secretary-Treasurer Canadian Teachers' Federation): Perhaps another way of getting at this—and it may seem to be an oversimplification, Mr. Jamieson—is to assume that the federal government when it ultimately passes legislation and assuming that it decides to provide facilities will have some purpose for so doing and presumably, the federal government will know what its purpose is in so doing.

I would say that if the ultimate purpose in providing these facilities is to make it possible for each province to operate its own provincial broadcasting system, then your statement would hold. In such a case I should think the federal government simply would provide facilities because they would accomplish this purpose.

• 1145

If, however, the purpose of the federal government in providing the facilities is restricted to any area of interest—in this case we understood the concern was educational televi-

sion—then surely there is an obligation on the part of the federal government to ensure that the facilities thus provided are being used for the purpose for which they were provided, and it is that simple. I hope that is not an oversimplification.

Mr. Jamieson: It is, and it is not. It is absolutely right, except that we do not know what constitutes educational purposes, and I think this is where it is going to be impossible to get any form of agreement. We have had so many people before this Committee who have said, in effect, that everything is educational; we heard a gentleman this morning talking about Indians and Western badmen and all that kind of thing as being part of the educational process.

The Chairman: Do not despair yet; Dr. Nason wants to try to tell you.

Mr. Jamieson: I would agree completely that if we could agree on a definition of education, then the only role, it seems to me, for a federal agency would be first of all to ensure that the technical facilities were available, and second to provide an arbitration court, if you like, in the event there was argument over whether or not the facilities were being used for educational purposes.

Dr. Nason: I am disheartened, Mr. Chairman, to hear that members of our federal government have a problem in deciding what education is, because section 93 of the BNA Act assigns jurisdiction with regard to education.

Mr. Prittie: In and for the provinces.

Dr. Nason: Right; and I should assume that the federal government, this being a federal document, would have some guidelines to interpret its own constitution, if you will. We have seen fairly recently—a year or so ago—a case in which indeed the federal government differentiated pretty clearly along a very fine line between education and training so I submit, sir, that this is not a question the general public or the provinces need take off the federal government's shoulders, but rather one which the federal government is required to have the competence to define.

Mr. Jamieson: I am not saying that you are not technically or even constitutionally right, but I am saying that when we have asked witnesses including provincial government spokesmen what they mean by education, in effect they have said that almost anything we

designated as education is education. What I am getting at, along the lines of Mr. Goble's point of prior negotiation, frankly I despair of ever coming up with a definition for our purposes that will be accepted unanimously.

Mr. Prittie: I think perhaps the weakness here is that the Canadian Teachers' Federation is thinking only of school...

Dr. Nason: Right.

Mr. Prittie: ... education, and many of the other groups that we have had were talking beyond school education.

Rev. J. Conway: Mr. Chairman, I would like to speak to that, and I revert to Dr. Nason's comments that the Federal Government, not knowing, possibly have been led down a lot of garden paths by various groups that have come here. I think on this particular issue we have to be restrictive in the meaning of education, because we are going by the BNA Act and it is restrictive to topics that are directly related to education within the school and university systems.

I realize that when you move into university area you are taking in an awful lot of territory. Naturally, we the Canadian Teachers' Federation representing teachers in the primary and secondary schools of this country, are concerned with education, I presume, in the narrow sense mentioned in the BNA Act, and I feel that if you are going to take it in the broad sense, well, then everything is educative. Everything is formative in one way or another, whether for good or for evil, depending upon your value judgment.

• 1150

I think if we do not put some restriction on it the whole gamut of every TV program is available. Everybody can put up a case for some particular program, so I feel that the only suggestion I can make is that education in this particular context has to be interpreted in a rather narrow sense.

The Chairman: Perhaps I could ask, if you would permit me, Mr. Jamieson, whether or not the delegation approves of the definition contained in the Minister's proposal? Have you had an opportunity to examine it?

Rev. J. Harold Conway: Perhaps Mr. Goble might like to answer that.

Mr. Goble: I would like to take another look at it, Mr. Chairman, to refresh my memory. While I am doing that I might also

emphasize that we did not envision our coming here for the purpose of engaging in that debate, nor did we feel hopeful that we could provide the Committee with any illumination on that debate. Let us be frank about our interest. We came here to speak on behalf of the teachers in the elementary and secondary schools and about what we think are the needs of education at that level, which is our level and our area of commitment.

The Chairman: I think Mr. Jamieson's questions are coming to the heart of the matter. At the end of your brief you suggested that a federal authority, before delegating any functions, should ensure that certain principles are to be treated as conditions of the use of the facilities. To go on from there, one must determine what those conditions should be and Mr. Nason's comment is well taken that it is up to the federal government to defend its jurisdiction as it sees it in this field. However, various witnesses have given us different conceptions of what conditions or lack of conditions there should be.

You seem to take the position that there should be some fairly strict conditions in order to ensure that these facilities are used strictly for educational purposes which brings us to the task of defining educational broadcasting. If you can offer us some advice on this subject I think we would be grateful.

Mr. Goble: Our intent in this matter may not have emerged clearly from our brief, Mr. Chairman. We were not suggesting criteria by which one might tell whether a broadcast was educational or not, but criteria by which one might judge whether or not broadcasts were fulfilling a determined educational purpose adequately. I think there is a difference. I am not trying to obscure the issue, I am trying to present a different one.

The Chairman: I think I understand. Perhaps the same point has been made in different ways by one or two other groups. You are suggesting that the test should not be based so much on the content of the broadcast as on who is determining or judging what is to be broadcast. If a qualified educator is making the choice, then you feel that is the essential criterion.

Mr. Goble: We again come back to our insistence on sound and clear policy as a necessary starting point for every process. We are suggesting criteria by which, after the formation of policy, it may be determined whether the policy is being adequately imple-

mented and we are also, of course, repeatedly and strongly suggesting ways in which one may arrive at a sound policy and ways without which it is not possible to arrive at a sound policy.

I would now like to refer to the Secretary of State's definition of broadcasting and in commenting on this I should stress the different viewpoints. We are not standing outside the educational process trying to see its limitations; we know that wherever the frontiers run we are well within them. The Secretary of State's definition of educational broadcasting is something we have looked at, again not from the point of view of its validity in tracing the outer limits, but I think we would accept it as being very clearly a description of the kind of process that we at any rate are involved in.

• 1155

Mr. Jamieson: I just want to ask one more question dealing with this definition. Your major interest, as Father Conway has said, is with in-school educational television?

Mr. Goble: Yes.

Mr. Jamieson: This simplifies matters greatly because if you take it within that framework the proposals that you have outlined are eminently sound and workable. Do you then say that anything beyond that is in effect of no interest to you and that it is our responsibility to work it out?

Dr. Nason: I think, Mr. Chairman, that Mr. Jamieson's question again points up the need for a body which we feel is urgently required before the federal government goes any further. We can only speak to you at this point—as I suggest under normal circumstances most groups can—from the vantage point of our own limited background, which is the only vantage point from which we can speak with any confidence. Until some kind of representative council is created where we can hear, digest and consider the points of view of the other groups, the problems that are faced at the practical and political level by the provincial governments and the federal situation, I do not think we can give an intelligent answer to this kind of question. Indeed, perhaps the federal government may find itself in exactly the same situation when it comes to our particular and rather limited area of expertise.

The other reason for this strong suggestion that immediate advice is required is because we quite frankly view the ultimate objective of this whole exercise as making an addition

educational resource available to the children of Canada in their classrooms. Furthermore, we are convinced that this cannot be reduced by the federal government having its say and then going away, the provincial government making a decision and going away and, as sometimes happens, the school teachers getting the package and trying to do something with it. This is how camels are built. It would be preferable from the beginning that all those who are going to be intimately and ultimately involved must be talking to one another so that even what may appear to be an obscure detail in federal legislation will blend gracefully with the ultimate purpose for which it is to be used.

In other words, we need to establish a dialogue between jurisdictions, between levels and between disciplines if this thing is really to meet its ultimate purpose which is, we repeat, under provincial jurisdiction. To accomplish this the opening gun must be fired in the right direction.

Mr. Jamieson: I will let some of the others get into the action.

Mr. Cantelon: Dr. Nason has moved along the line on which I was going to make a comment or two. He has talked about their old limited backgrounds and their limited expertise, but in spite of these comments and while we all know that you represent the teaching profession in Canada and that the teaching profession, of course, is going to be primarily involved in educational television, do you suggest that you should be consulted at every stage of the development of educational television?

Dr. Nason: Yes, along with the others who have very important roles to play.

Mr. Cantelon: I was not suggesting that it be exclusive. I was merely suggesting that you certainly have a right to be consulted as you are the experts in the field. That is the only comment I have to make.

Mr. Prittie: Mr. Chairman, I must say to Dr. Nason and the delegation that I think further study would mean delay. I should point out that we had two groups here last week, the Province of Ontario and the Province of Alberta, particularly the Edmonton region, and they pointed out that they have been delayed for some time because there has not been federal legislation. They would have been on the air by this time if we had acted. I do not know just how long we can take on

this. Further study, it seems to me, would be a loss of valuable time.

• 1200

Dr. Nason: I am sorry if I left the impression that we thought there should be a sort of five year moratorium declared on this. Things are going to be done and we, along with the others, hope they will be done fairly quickly. Our plea is simply that they not be done in such a way that those people who are framing the legislation and making the arrangements will not inadvertently isolate themselves from the advantage of consultations with the groups who ultimately are going to have other roles to play in the province. I do not believe that this requires many meetings of too large a body. I cannot speak for the provincial governments but I would be surprised, even with their other heavy commitments, if in an area of this importance they could not provide on a month's notice a representative with an excellent background to begin consultations with whichever federal body is going to be working on this.

Rev. J. Harold Conway: I would just like to add that we would be very happy to provide somebody from the Teachers' Federation for such a meeting. I would like to point out to you that to a certain extent we are in a vacuum as far as knowing what points other groups have presented to this Committee. It makes quite a difference if the representatives of all the interested parties can sit around a table for two or three days and talk things over, present their various points of view and resolve their conflicts. This is the point that we would like to make.

Naturally we are interested in hearing your comments on what other groups have said and whether they may conflict or not. In most cases this is the first time we have heard these other points of view. I think they could possibly be resolved quite quickly if interested parties, those people who have jurisdiction and those who have a part to play, could sit around a table for two or three days.

The Chairman: We have been trying to make these hearings somewhat of a forum for such a discussion. I believe I asked the Clerk to see that all prospective witnesses receive copies of all previous proceedings, and I have asked that copies of all proceedings continue to be sent to our witnesses after their appearance here. In this way I hope that these hearings will be useful at least as preparation for such meetings.

Mr. Prittie: I think there are more difficulties than Father Conway realizes. Dealing with recommendation B concerning a central advisory body, I would suggest, if such a body were established by the federal authority, that some provinces simply would not attend. I take issue with the interpretation that is always put on section 93 that this is under exclusive provincial control. I am not going to argue that at the moment, but the point is that the provinces also take that interpretation. I think the only way you would get a central advisory body on broadcasting policy for educational purposes is if it were called by the newly formed Council of the Ministers of Education. There are some provinces that just will not come before this Committee.

The Chairman: I think only one has refused on that principle.

Mr. Prittie: There is another one that is lethargic about it as well.

Mr. Nason: Could I make a point for clarification? In the comments I made while I was presenting the brief to the Committee I intentionally used the words "an advisory committee" before the federal government goes any further. It may or may not be the same committee that has been referred to by Mr. Prittie on page eight. It might evolve into the same Committee or it might be a different committee, but knowing the intention of the federal government to take some kind of action, it would surprise me if the provinces refused—at least most of them—to provide a representative for convenient consultation about federal action. When action has been taken and when legislation has been passed in one form or another, in a way, there will still be a need for a central advisory body to fulfil a different purpose. It might be the same body or it might not.

• 1205

Mr. Prittie: I simply think, Mr. Chairman, because of the way educational television is going to develop in Canada, that the provincial teachers' associations will have to play this role within the provinces rather than on a national scale. I will not go over ground that other people have covered, Mr. Chairman.

I also want to comment on a reference to copyright in relation to the use of videotapes. This appears on page seven of the English text. It is an interesting point and whoever is responsible for amendments to the copyright

law will have to take it into account. I know that representatives of ACTRA may have already made complaints on the subject of the use of material which is taken off the air by schools. I think we all know it is being done in the publishing field by the use of mimeograph machines. Do you have anything at all to add to this? I am not phrasing my question very directly, but it seems to me that once videotape recorders are available there will be very little copyright control possible.

Mr. Goble: I think we have little to add, Mr. Chairman. We know this is a problem that has many dimensions and it is exceedingly complex. It is so complex that it would be impossible at a hearing like this to make any statement without having to add a long list of reservations. We think the urgent need here is that this problem be faced, that it be looked at. I do not believe at present there is any body operating in the field of broadcasting that has the warrant, the time or the facilities to give this problem the kind of study it needs. I know the CBC has tried to take a look at some of the problems from this point of view, but this is not what the CBC is primarily set up to do. It is set up to produce and distribute broadcasts and it does not have the resources to divert to the very large study that is needed here. We know that things are happening that are improper and this could become a real problem and a real embarrassment. We know that for the full utilization of this medium there must be greater freedom to operate legitimately than exists at present. However, there is a great deal of study needed before anyone could begin to suggest a solution, and this is why we are urging that one of the functions of an advisory agency be to initiate and direct studies of this kind.

Mr. Prittie: I will not pursue that, Mr. Chairman, as it is not central to our purposes at the moment. I will pass to somebody else.

Mr. Schreyer: Mr. Chairman, undoubtedly there are difficulties and conflicts, but I feel that in much of the discussion this morning we have conjured up difficulties and assumed obstacles. I would like to ask any of the three gentlemen beside you, Mr. Chairman, to comment if anything I say is in direct contradiction to what they have in mind or what they mean by their statements on pages eight and nine. First of all, when they make reference to a regulating and licencing authority, I take it what they have in mind is simply the Board of Broadcast Governors or its successors.

sor. It is nothing more and nothing less than that kind of regulatory authority, one that will simply allocate the frequencies or channels to be used for this purpose. What more could be meant? I really do not—

The Chairman: Mr. Goble dealt with this general question before you arrived, Mr. Schreyer, but perhaps he could do so again.

Mr. Schreyer: No. I was here.

The Chairman: I think he answered this question for Mr. Jamieson but would you like to comment further, Mr. Goble?

• 1210

Mr. Goble: Very briefly, I would hope that the terms of reference of the Board of Broadcast Governors or any such authority set up would be drawn in conformity with the policy established through the advisory procedures we are suggesting.

Mr. Schreyer: Yes, to regulate in conformity with the recommendations of the advisory body, but nevertheless, the nature of the authority, its organization, will be, in fact, the Board of Broadcast Governors. Do you envisage some entirely new regulatory authority, and for what purpose?

Mr. Goble: I think we would see perhaps the addition of a more positive right of the regulatory authority to give specific direction to whatever agency is organizing, providing or procuring production and distribution facilities.

Mr. Schreyer: To carry on, Mr. Chairman, with the second element.

The Chairman: Before you do that, Mr. Schreyer, if you would permit, could I ask what kind of direction?

Mr. Goble: Direction to take whatever physical steps are needed to implement a policy decision. It is awfully difficult to be specific without citing specific examples, and to cite specific examples would mean to predict the outcome of enquiries and studies. I do not think we want to be drawn into specific points that are of a rather technical nature.

Mr. Jamieson: May I ask one short question? Can I put the thing in reverse and say that you do not want the provincial authorities to have exclusive decisive power over how the facilities are to be used.

Mr. Goble: I think that again is an overstatement on the other side, Mr. Chairman.

Mr. Jamieson: I do not know where that middle is.

Mr. Goble: No, neither do we until the interested groups have had a chance to determine where the middle lies. We have not had that yet.

Mr. Jamieson: That is all, Mr. Schreyer.

Mr. Schreyer: Then my second question, Mr. Chairman. When reference is made in paragraph b. to a central advisory body, I assume that the nature of this central advisory body would be simply a federation of provincial ETV advisory bodies. Is this basically what you have in mind—a federation of provincial advisory bodies?

Mr. Goble: I am a little surprised at this suggested interpretation. If it is advisory to a federal body primarily on the discharge of a federal function, I do not think it need necessarily be a federation of provincial bodies, although obviously there would be close liaison through the nomination of representatives.

Mr. Schreyer: The reason I am suggesting that this is the only practical form that this central advisory body could take is that if it is anything other than a federation of provincial bodies there will be anguished protests. I feel that this will be the reaction. Now I hope you can convince me otherwise.

Rev. J. Harold Conway: I recognize the federal-provincial difficulties here. I think, though, that it will have to be more than that if all parties concerned admit that the federal government has jurisdiction over the airwaves. If this is granted, the federal government must be in this. And I think that to say that it should not be in this is ridiculous. Otherwise it would not have jurisdiction over the airwaves of Canada.

• 1215

Mr. Schreyer: I thought, Father Conway, that we were coming to a consensus that where you have a combination of federal authority with respect to the use of the airwaves and provincial authority in the field of education, the federal authority would control the use of the airwaves by allocating channels, frequencies, and so on, and the provincial bodies would determine program content. Therefore an advisory body at the national level if it were anything other than a federation it seems to me would have to restrict itself to regulating only the technical aspects

of broadcasting and would not have any authority to involve itself in the regulation or determination of ETV program content.

Rev. J. Harold Conway: I agree on content. There is no question about content. The federal authority could not be involved in content.

The Chairman: Sir, Dr. Nason wants to comment on that question.

Dr. Nason: To reiterate first of all what Father Conway has said, if Canada is only a confederation of provinces, then the interprovincial pattern is the only appropriate pattern for anything. If there is a federal jurisdiction over anything, then, as Father Conway says, surely the federal jurisdiction, as is the case in provincial jurisdictions, requires consultations, contacts, in the discharge of its responsibilities. It might well be, Mr. Schreyer, that under paragraph b. the functions envisaged in ii and iii might ultimately become centred in an interprovincial organization. This might be not only most politically feasible, this might be most practical. But surely there remains a function, if there is a federal function in broadcasting, of an advisory council to advise on the policies which remember we feel are fundamental to any defensible procedure in this area, the policies that are related exclusively to the federal jurisdiction; discussion and assisting the government in ironing out some of the questions and disputes that will inevitably arise about whether or not the purposes for which the facilities were being provided are indeed the purposes for which they are being used, as Mr. Jamieson has pointed out. We did not mean to imply in this brief—it is merciful I think that one never says everything in a brief—that there was nothing for the province to do or nothing for the interprovincial organization, like the Council of Ministers, to do. There is a great deal of work, and probably the bulk of the work, to be done there. But if there still remains, after they have filled their role, a unique federal contribution to be made, then we feel that the federal jurisdiction also needs the benefit of advice from the provincial jurisdictions and from the professional groups that are trying to implement these things.

Mr. Schreyer: I certainly subscribe to the idea that the creation of such a body is both desirable and necessary. I was just curious about the legal status that this body would have and I admit that maybe there is not

much point just now in pursuing that specific point. I would like to carry on, Mr. Chairman.

Dr. Nason: May I just make a point and remind the Committee that already there are precedents for this in a number of government departments. Our profession has representatives or others on national advisory councils of different kinds. The Department of Manpower and Immigration, for example, has a number of councils so that within federal jurisdiction the federal government has from time to time found it useful to convene meetings where there can be a dialogue and a forum in its areas of responsibility.

Mr. Schreyer: All this is in the nature of a voluntary liaison which is good and necessary, but should we not think of this in terms of a legal status of any kind?

Dr. Nason: It is advisory; this is what we were proposing.

• 1220

Mr. Schreyer: When you make reference in paragraph b (i) to this central advisory body involving itself with policy formation in relation to national network programs, I take it what you have in mind is the production at some central studio within Canada, or perhaps in several centrally-pooled, studios, of programs which could then be broadcast nation-wide. It would be up to the provinces to determine the extent to which they would avail themselves of such national network program. Is that what you have in mind?

Mr. Goble: Yes, Mr. Chairman. In another part of the brief we speak of the value of the work done by CBC in educational broadcasting, and we feel this is an aspect of programming that should be continued.

Mr. Schreyer: As long as it is clearly understood.

Mr. Goble: We are not by any means suggesting that it continue to be restricted to CBC. I think this is a fair interpretation of our thinking.

Mr. Schreyer: Then in paragraph c, page 9, you make reference to the desirability of having means of providing production facilities, and so on. To my mind it is not just a matter of having the federal authority construct the facilities, but also the maintaining and operating of such facilities on a continuing basis. Do you think in addition to the broadcasting facilities which it would own, operate and

maintain that the federal authority should also provide production facilities and production personnel? Is this what you have in mind?

Mr. Goble: The particular solution—

Mr. Schreyer: And that raises another point which I will come to as soon as you are finished.

Mr. Goble:—might well differ very considerably from one province to another, depending upon local conditions. We are referring here to an equalizing function of the federal government—the application of federal resources to reduce the disadvantage that may be suffered by some provinces in attempting to develop this new medium. Some provinces might have no need of this. I should say “In some provinces”, because if I start using “some provinces” as the subject of the sentence, I might be taken as suggesting that the provincial government should be the only active agent in educational television, and this is not so. In some provinces the competent authorities who produce educational programs may have no need of assistance of this kind. They may prefer to make their own arrangements for production facilities, studio premises, studio staff, production staff, and so on, and they should certainly have full freedom to do so.

In other provinces there will be difficulties. You heard from the Province of Manitoba, for example, that the expense of putting together production facilities and putting programs through the studio stage creates a serious difficulty, and that the Province of Manitoba would like to have the federal government make existing facilities available. In other provinces it might be that financial assistance was desired. Arrangements could be made with an agency such as the CBC under federal government control; arrangements could very well be made voluntarily with private broadcasters. I think there is a great range of specific solutions and this is why we have said that “some means” are needed.

We are anxious to put forward the principle that the federal government has some obligation to equalize the ability of provinces to develop in this important new field.

Mr. Schreyer: My other question is whether, if the federal authority is involved in the actual programming to the limited degree that it provides the personnel for producing such ETV programs, it is possible to say that

this kind of limited involvement does not mean that the federal authority is actually engaged in determining the content? In other words, can it be divorced?

• 1225

Mr. Goble: At the outset Father Conway attempted to establish a distinction between two functions and suggested that the act of production was really the link between the two. I really think the answer to this question lies in that distinction. Obviously a competent and enthusiastic producer—and we know there are many of these and we have enjoyed the benefit of their work—when drawn into the process of producing an educational program is going to bring ideas that will range beyond the strictly technical. They will be valuable ideas and the people producing the program will want to take full advantage of them.

I do not think there is anything immoral in this if it is done at the invitation of the competent educational authorities. Here we come back to the interpretation of autonomy. Surely it is the right of the competent educational authorities to avail themselves of whatever kind of help and advice they want at any given moment.

Mr. Schreyer: So you are suggesting that the federal authority if invited should show a readiness, a preparedness, to provide the production personnel.

Mr. Goble: And so requested, yes.

Mr. Schreyer: I have one last question, Mr. Chairman. Do you think it would be practically desirable to have the federal authority involved in the actual production of ETV programs in order to build up somewhat of a library of such programs which would then be available to whichever of the provinces wished them from time to time, or is that something the federal authority, if it is established, should not get involved in?

Mr. Goble: I think it is practically desirable that facilities at the command of the federal government should be lent to this kind of purpose. I am a little hesitant about the use of the word “authority” because I think that word has connotations that are not necessarily involved.

Mr. Schreyer: I will substitute the word “agency”, whatever that may be.

Mr. Goble: Yes, a federal agency, and again subject to policies that have been arrived at by prior consultation.

Mr. Schreyer: Thank you.

The Chairman: Mr. Johnston?

Mr. Johnston: I have only a brief question. I wonder if any of the witnesses could clarify the concept of "commercial overtone" which appears on page 10. While I know they have pleaded not to be held responsible for all of the briefs presented to them, I thought they might have a particular interest in the brief that will come next from The Ontario Teachers' Federation. They say on page 2 of their brief:

To insist that ETV channels and networks must be entirely free of commercial sponsorship would deny the existence of and potential for a very real contribution to cultural-educational programming by business and industry. Rather, we must insist on no commercials beyond one audio mention and one visual mention...

They then go on to say:

It is clearly understood that the provincial authority must decide upon the acceptability and timing of such programs.

If the facilities constructed by the federal government were to provide these broadcasts which carry a commercial audio mention and a visual mention in the credit, would this be a commercial overtone creeping into educational television?

• 1230

Dr. Nason: I would like to make two observations, Mr. Chairman. One, that it must be borne in mind that our brief represents the greatest degree of consensus we could achieve. When Mr. Schreyer spoke about interprovincial entities I was reminded, as I so often am, that CTF, if not the purest, is the most extreme example of an interprovincial entity in Canada. This provides for a great deal of running room within the proper educational jurisdiction on the part of not only the provincial governments but also on the part of our constituent provincial federations. Indeed, we have seen the OTF brief and we are gratified that it is as close to the interprovincial consensus as it is. It would not have surprised me if there had been greater variation, because I think this is normal. However, I do not think there is necessarily a conflict between the recognition that there are commercial interests involved—indeed in any aspect of education, the way we do it in this

country—and the insistence that there not be, if you like, a commercial overtone. I do not want to be specific about programs, I think that would be inappropriate, but in my experience I have seen educational programs which were primarily a vehicle for selling toys, children's goods or some other kind of commercial product. There is a great difference between that kind of program and the kind of program that I think the OTF brief envisages, which admittedly demonstrates the existence of the commercial in our society. It can even be taken, if you like, to demonstrate a certain amount of public conscience on the part of certain commercial interests and refrains from introducing into the educational content, while at the same time having a perfectly just identification with the effort. I do not see that these two things are in conflict, but with the Chairman's permission perhaps Mr. Goble would like to add a comment.

Mr. Goble: I reinforce the point, Mr. Chairman, that there is not necessarily a conflict here. We certainly recognize that in today's society television is regarded as a legitimate advertising medium, and we do not question that at all. Of course there are various ways of approaching the question of advertising on television. There is at one extreme the practice which I think is being established in the United Kingdom where advertisers are allowed to purchase time to publish their advertisements by this medium but they are not allowed to select programs to sponsor. They are not allowed to identify themselves or their product in advance with a particular program. Speaking very generally, in relation to educational television this would probably be more acceptable than the other extreme where the commercial sponsor used to be the proprietor and initiator of the whole enterprise. Our main point is that the financial support of this ETV agency should not be contingent upon the popular acceptability of the programs that it puts out, which are determined by an instrument such as the Nielsen ratings. This is the extreme of commercialism and we feel it becomes an overtone which accompanies whatever message the program is carrying, and it is not acceptable.

Mr. Jamieson: If educators had a Nielsen rating it might scare the heck out of them.

The Chairman: In effect you are suggesting that there be an educational Nielsen rating because you want to be sure that the pro-

ams are serving the purposes for which they are intended?

Mr. Goble: Yes, but an educational one.

Mr. Johnston: This I should think would be an argument against having your ETV division as a section of the CBC, which is dependent to the extent of some \$40 million in commercial revenues. As long as your ETV is a division of the CBC it could be subject to a kind of commercial pressure depending on what the CBC did with its ETV section, and this is especially so if it were preparing the programming or if it were involved in something other than just putting up the station.

1235

Mr. Goble: Unless the educational branch were given a budget of a designated amount, and the money was to be supplied from the general revenue of the CBC but guaranteed to amount.

Mr. Johnston: Which in effect would constitute a separate matter.

The Chairman: I presume what is being suggested is a separate grant, such as the international service used to have.

Mr. Johnston: And which did not survive.

The Chairman: Gentlemen, I just have one question before we let you go. You mention on page 10 of your brief the desirability that any federal agency in this field be free from political control or interference. I presume you would have the same concern about any provincial agency?

Dr. Nason: Yes. We do not discriminate in favour of any government.

The Chairman: In other words, you would not want the Department of Education in any province to be the licensee or the sole body that determines what is carried on these facilities in any province?

Dr. Nason: I do not think that necessarily follows, Mr. Chairman. In our experience as teachers the Department of Education carries out a good many functions at the provincial level which are quite clearly not politically influenced. I think we have a much different situation in Canada—and I hope we will retain it—from that which can be found in areas of the United States, where indeed curriculum guidelines are debated on the floor of Congress. If we had that kind of situation I

think your statement would hold, but I do not think that it necessarily follows from the situation in Canada.

The Chairman: But you admit that a department of a provincial government is subject to political control.

Dr. Nason: Theoretically, yes; practically, no.

The Chairman: Would you then attach the same appreciation to the Department of the Secretary of State?

Dr. Nason: On the same proven record, yes, sir.

The Chairman: Then you would have no objection to the CBC being abolished and having the Department of the Secretary of State operate the general broadcasting facilities in the public sector?

Dr. Nason: If you think this would be acceptable to the provinces and would improve the final product which, after all, is supposed to be a useful educational resource, we would be prepared to consider it.

The Chairman: But I was directing my question to general broadcasting, which I know you are interested in as well. It appears to me that your urging of freedom of these agencies from political control or interference sounds a little hollow in the light of the statements you have made in the last few minutes.

Mr. Cantelon: Mr. Chairman, I think you have gone off beam. I think in a great many provinces the matter of political interference in education is at a very, very low level.

The Chairman: I am not questioning that, Mr. Cantelon.

Mr. Cantelon: Why do you feel that it would interfere with broadcasting, which certainly would be educational and would be controlled by educators.

The Chairman: I am simply asking what you mean by this suggestion, if it is not that there should be a body other than a department of government that will make the decisions in this field?

Mr. Goble: Mr. Chairman, I think there is an important distinction between control of broadcasting by the federal government and control of educational broadcasting by the Department of Education.

In the provincial case we are speaking of control which can be no more than the con-

trol over the determination of content of programs disseminated through a public facility which is carrying many other programs from many other sources. When you speak of control over broadcasting by the federal government you are speaking of a function which constitutionally is reserved to the federal authority; not a partial exercise, not a partial use of facilities provided under that function, but the total function. I submit there is a very important difference in principle here.

● 1240

The Chairman: You would be satisfied, then, to have a provincial department of education and not a broadly-based organization such as Manitoba said it would be prepared to use to determine who would use these educational broadcasting facilities and how they would be made available to various groups within the community with an educational purpose in mind.

Mr. Goble: With respect, Mr. Chairman, I think when that question is addressed to any Canadian body it takes on the dimensions of a hypothetical and multiple question, to which there can be no specific or single answer. This is a country of great variety and multiplicity of conditions.

The Chairman: I have heard two different points of view expressed during these hearings, as far as provincial authorities are concerned, as envisaged by the Secretary of State's proposals. On the one hand there are people who suggest that the authority should be the department of education or the provincial government in each province; on the other hand there are people who say, as the Manitoba provincial government did this morning, that such a thing would not be adequate or desirable and that the provincial authority should be a broadly-based organization representative of far more than just the political organization within the province.

Rev. J. Harold Conway: I would like to speak to that. I know that in most provinces the department of education takes advice from various citizens and various groups in the province who are not necessarily of the same political persuasion as the party in power. Most departments of education use these consultative groups. I think this is the point.

The Chairman: I do not know whether you want to comment on this divergence of opinion among other witnesses or not, but I wanted to give you the opportunity.

Dr. Nason: We appreciate the opportunity because it gives us a chance to reiterate one of our fundamental policies, that education is a provincial responsibility. Therefore, the appropriate authority to deal with in this case is surely the provincial government or whatever agency it sees fit to designate. The starting point surely has to be the residual jurisdiction at the provincial level.

As has been said a number of times, different provinces will deal with this in a different way. Some will hold this very close and will perhaps only consult. Other groups, as we heard from the Manitoba presentation, know from the outset that they achieve their greatest success when they can marshal a team effort among all those who are going to be involved in the implementation. This has so much to do with the characteristics of the provinces that I suggest the only realistic approach you can take is that the party you deal with is the residual jurisdiction in the province. We are not worried about the teachers not being consulted in various provinces. There have been times when they were not, but they have also learned how to overcome these little problems and to make their voices heard. They do it differently in different provinces.

The Chairman: You come back to what Mr. Jamieson was suggesting earlier, then, that within the instructional field, the field in which you are particularly interested, you really do nothing but leave it up to the provincial government in each area to use these facilities which are provided by the federal authority.

Dr. Nason: Within the purposes for which they have been granted by the federal authority.

● 1245

The Chairman: And if I may just follow that comment one step further, I gather that all your comments in the last few minutes have been based on the assumption that there is not necessarily a narrow but rather a relatively well-defined area of educational jurisdiction which, under the BNA Act, you would not consider to be as broad as some provincial governments have suggested.

Dr. Nason: It seems to me that as long as the BNA Act stands as it is the federal government can only apply it. Because of the respect for provincial autonomy surely each

province has the right to request other provisions.

The Chairman: Your comments are based on the assumption that what we are talking about is education, strictly defined, going into the schools of a province.

Dr. Nason: This has been our experience, Mr. Chairman. However, very possibly within the realm in which it might be possible to achieve agreement either individually or severally with different provinces, there may be other reasons—for example, the broad area called adult education—that could also use these facilities at the pleasure of the province. We cannot make an intelligent comment on these things until we have had an opportunity for discussion in consultation with these other groups, taking into account the factors that operate at the federal and provincial levels.

Mr. Cantelon: You will not say what you want.

The Chairman: He could have been more specific but I suppose that is all he is able to contribute. It has been an interesting presentation and a very helpful one. We thank you very much, Father Conway, Dr. Nason and Mr. Goble, for joining us this morning.

Rev. J. Harold Conway: Thank you very much, Mr. Chairman and Members of the Committee.

The Chairman: Gentlemen, there is a very short brief from The Ontario Teachers' Federation. If you wish to return this afternoon to deal with it, that will be fine; otherwise, if you wish to remain, I am sure it will not take more than half an hour.

Mr. Jamieson: I do not think we should hear it now. It would be better to hear it this afternoon.

The Chairman: If you are optimistic about more people being in attendance this afternoon, I am quite prepared to adjourn until 3.30.

Some hon. Members: Agreed.

AFTERNOON SITTING

Tuesday, March 5, 1968

• 1544

The Chairman: Perhaps we could resume. At this time I would like to introduce the

representatives of the Ontario Teachers' Federation, Mr. Harvey Wilson, the President, Mr. Donald Steele, Mr. Gordon Jarrell and Mr. Robert Dixon. Are we missing anyone?

Mr. Harvey Wilson: (President of The Ontario Teachers' Federation): Brother Maurice Lapointe, who was originally a member of our group, went back to his duties in Ottawa. He said he would be back by 3.30, but I expect something has detained him. When he arrives we would appreciate the opportunity to seat him.

• 1545

The Chairman: We hope that he can get back.

Mr. Wilson, would you like to present the brief on behalf of your delegation?

Mr. Wilson: Yes. Thank you Mr. Chairman and gentlemen.

May I first point out that the Ontario Teachers' Federation, of course, is active in audiovisual education, it having a committee in that area, a branch of which is concerned specifically with ETV. Mr. Steele and Mr. Jarrell are members of that committee and Mr. Dixon is an administrative officer in our office whose duties involve him in the work of this committee. In that part of their everyday life, and for which they are paid, Mr. Jarrell and Mr. Steele are, if you will, audio-visual consultants in their respective municipalities. My position is President of the Ontario Teachers' Federation, and when I am at work I am principal of an elementary school.

I think I should also make it clear that we represent the teachers who are in the classrooms of the Province of Ontario, and I suppose this limits our viewpoint to some degree. Our remarks are made specifically with relation to that situation, although we are not blind to the opportunities which television makes possible for adult and other education.

Mr. Chairman, you have already mentioned this morning that we have a short brief, and indeed that is so; however, we believe it reflects our point of view.

The first paragraph is concerned with research in three areas. The second paragraph refers to VHF versus UHF, or compared with UHF. The next paragraph is concerned with teacher representation at the federal authority level, whatever that might be. In the next paragraph we point out some roles in programming that different agencies might have, and at the bottom of the first page we make

reference to the voice of teachers in determining policy and program content.

On the second page we indicate a condition under which commercials would be acceptable. The second paragraph on the second page deals with financing, and then we make reference to an exchange of programs, the provision of ancillary services and materials, safeguards against political interference and availability of broadcast time.

We are prepared to elaborate on these statements on our own initiative or in response to questions from you, sir, or the Members of your Committee, in whatever fashion you prefer.

The Chairman: If there are questions it might be useful to hear them first of all, and then if there are areas you wish to elaborate on and which members have not probed, perhaps you could indicate that to us as we go along.

Mr. Jamieson: Mr. Chairman, I am interested in the reference to commercial sponsorship at the top of page 2. I wonder if this was just a general recommendation or if you had any specific reason for putting this in? In other words, have you had any indication from any source that there are groups within business and industry who might be interested in this form, if you like, of sponsorship of educational television?

Mr. Wilson: Mr. Dixon will respond to that question.

Mr. Robert G. Dixon (Administrative Assistant of The Ontario Teachers' Federation): For a period of year in the school system we have used films that were produced by commercial organizations when they were particularly appropriate. We think this type of production could be applicable to television. Some of these films are extremely expensive to make, and if public funds are used to duplicate something that already exists by virtue of the contribution of a commercial firm, we feel it would be a waste of money. Provided the conditions we outline are met, we see no reason we should not utilize excellent production from commercial sources.

Mr. Jamieson: I guess we are into the business of semantics once again. When you use the word "sponsorship" you are referring primarily to the provision of material by business and industrial sources, such as Im-

perial Oil Limited, which does a good deal in this field.

• 1550

Mr. Dixon: And Bell Telephone.

Mr. Jamieson: I take it that you are not thinking about this sort of thing, that "this next half hour lesson comes to you with the compliments of..."

Mr. Dixon: Certainly not. If for instance we used in science "Our Mr. Sun", which is from Bell Telephone. We see no reason that it should not say that Bell Telephone produced it.

Mr. Jamieson: I do not think there was ever any suggestion of that kind of prohibition, and that is why I asked if there was any particular reason for you having put it in.

Mr. Dixon: Only that there not be that kind of prohibition.

Mr. Jamieson: But beyond that you do not anticipate, I repeat, any sort of involvement by business and industry in paying for educational television.

Mr. Dixon: Certainly not.

Mr. Jamieson: Would you have any objection to that?

Mr. Dixon: Yes.

Mr. Jamieson: This may be the world's worst example but what if a school book manufacturing company wanted to involve itself in some way and was prepared on its own initiative to prepare material. I take it you would not object to that either.

Mr. Dixon: If the Authority found that material useable and that it met the criteria we outlined, then it would be in exactly the same category as a film made by Imperial Oil Limited. It just happened to be by a book publisher.

Mr. Jamieson: I think we should get clearly on the record what you mean by commercial sponsorship because, generally speaking, you say that channels and networks must be entirely free of commercial sponsorship. I do not want to be presumptuous here but what you are essentially saying is that films or other programs be entirely free of commercial sponsorship. It is not the channels and networks really, is it?

Mr. Dixon: I seem to be covering the same ground again. We certainly do not see a com-

mercial firm, as you put it sir, sponsoring a half hour or an hour program, and interrupting to give commercials—certainly not that way, under any circumstances. On the other hand we feel that a videotape or a film of quality, say for instance in the field of science, might well come from a commercial source and be utilized on an ETV broadcast, and if that is the case then they could get a printed credit or one audio credit.

Mr. Jamieson: Were you going to add something?

Mr. D. Steele (Chairman, Audio-Visual Committee, The Ontario Teachers' Federation): The sentence does not read that we are insisting on this. I think it says that to insist that these channels and networks must be entirely free of commercial sponsorship would deny the existence of, and so on. We are not in fact insisting that this be the case.

Mr. Jamieson: The related question has to do with non-school broadcasting in the strict interpretation of that word. Would you want to apply the same restriction to programs of an adult-education or enrichment-type nature?

Mr. Wilson: Mr. Chairman, as I indicated at the beginning, our primary concern is with the classrooms in the Province of Ontario and I doubt that we have thought it through to his wider extension of educational TV. Monetary considerations are always a factor. If some policy were established whereby commercial organizations might have a participation in adult education—if there were ground rules for the game, in other words—and these institutions were prepared to play by these rules then we would consider this sort of thing in adult education. However I expect the schools in most provinces, certainly Ontario, do resist commercialism in any of their activities for perfectly obvious reasons, and we think that this should be extended to the educational television situation as well. But in adult education...well, let us talk about that.

Mr. Jamieson: I presume you are affiliated with the CTF.

Mr. Wilson: Yes, we are an affiliate of the Canadian Teachers' Federation.

1555

Mr. Jamieson: Would you agree with the statement this morning by their President

with regard to a restricted definition of education for the purposes of this legislation?

Mr. Wilson: Anything I would say would be a personal opinion and not indicative of the organization that I represent here, but I think that by our very nature, that we are teachers and that our thinking is in the concept of classrooms, our primary interest with the proposed legislation is education on this restricted view of within the schools.

Mr. Jamieson: You have not really thought too much beyond that?

Mr. Wilson: Not very much, no.

Mr. Jamieson: You are amongst the seemingly growing group of agencies and organizations coming before us who are suggesting that federal funds for program production are going to be essential for these purposes if the ETV system is going to be effective. Are you quite satisfied that this does not involve any contravention of the other point, that the provincial governments have full autonomy in educational matters?

Mr. Wilson: No, I am not particularly concerned with this. We recognize that our country, in its various differences, have "have-not" areas as well as "have" areas and if there is going to be an equalization of opportunity, and certainly this is a motivation that is accepted I think by most people involved in education, then what agency is going to achieve it? We see it as the federal government.

Mr. Jamieson: Thank you, Mr. Chairman.

Mr. Cantelon: I was very interested in Mr. Jamieson's questions because it seemed to me that they brought out the point that, primarily, you are concerned with school television and are quite satisfied to leave it at that.

Mr. Wilson: I think probably Mr. Dixon might enlarge on our definition in this regard.

Mr. Dixon: When we say we are interested in school television, elementary and secondary, that is definitely the case and we are not thinking before or beyond that. However, we find the definition of educational television presented to us in the draft legislation and in the Secretary of State's paper much too narrow, and bear in mind that I am referring to elementary and secondary students and to the teacher's job in the school. The draft legislation seems to be tied to a very narrow interpretation of education, ending in examina-

tions, and this is a trend of thought which makes me inclined to remind those who have drafted this that Queen Victoria is dead, that we no longer think in those terms in the school. I see words like "regular" and "progressive basis". What happens when there is a space shot? Do we neglect that because it is not happening regularly and progressively and because it is not subject to credits or examination afterwards? Certainly not. We would like a broader definition because we feel, and we have so stated in our first paragraph, that there must be research on that quality of television which we call eye-on-the-world ability and we would like to bring that into the classroom because we are thinking nowadays in those broader terms in education.

• 1600

Mr. Cantelon: I am very glad to have your observations, in that respect. Now I want to put a question on something I think rather minor, this matter of commercial sponsorship. I suppose when you say that you would apply a criterion to this, you are applying it to commercial sponsorship of a program and it must fit exactly the course of study and the demands of the teacher or you are not interested in it.

Mr. Dixon: I would say it must fit the demands of the teacher, but not necessarily fit the course of study because again, in line with what I said previously, we are thinking in broader terms in the schools. Something that may not in a narrow definition fit a course of study may fit our larger definition of what is educational, but it still has to be subject to acceptance by the teachers.

Mr. Cantelon: I like that one, too. There is one other point on which I would like to question you. This word "satellite", which you used when you were talking about broadcast materials—you mentioned satellites, transmitters, and so on—what did you mean by "satellites" in this connection?

Mr. Dixon: We note again in the statement by the Secretary of State that the government is aware of developments in space satellites and their possibilities for transmission, and we were thinking in those terms. We apologize for the ambiguity; we recognized it ourselves later. Some people think in terms of satellite transmitters in a small town. We were not thinking of that, although if that is an appropriate type of equipment you could use that interpretation for our term "satel-

lite". We just mean whatever is appropriate. We do not feel competent to go into detail in those technical areas.

Mr. Jamieson: It is in the jargon now.

Mr. Cantelon: That was the reason I asked the question. I wondered if you were using "satellite" as a broad, forward-looking term or as a local term that is sometimes used.

Mr. Jamieson: Excuse me, I would just like to explain for clarification that the word "satellite" in that context has now gone out of usage; it has now become a "re-broadcasting station". It becomes a satellite when we lift our sights.

Mr. Cantelon: It is still used in some areas.

Mr. Dixon: We have raised our sights and that is the one we have in mind.

Mr. Cantelon: If we go further along that line we might come to the conclusion that perhaps in the not too far distant future—10 or 15 years—we might find that we do not need re-broadcasting stations, but merely a set and a satellite. That might—and I think it probably will—quite revolutionize not only educational broadcasting but everything else too, for that matter. That is all, Mr. Chairman.

Mr. Wilson: May I ask a question, Mr. Chairman?

The Chairman: Of whom?

Mr. Wilson: Of this learned group. I recall reading some place that it is getting a little crowded as far as satellites are concerned and unless Canada takes its allotment in the not too distant future—two spaces and two spares, or some such thing—there is a decided chance they will no longer be available. Can any credence be placed on this?

Mr. Cantelon: That is one of the reasons I asked this question. I think we are rapidly approaching the position where, if we do not adopt a definite policy, we are going to be left without any spaces. The government has not as yet announced any definite policy with respect to satellites and, as you suggested, I think time is getting very short.

The Chairman: I do not think any of us are qualified to answer that question, not even Mr. Cantelon—if he did.

Mr. Cantelon: I was not suggesting I was.

The Chairman: Those of us who were present at a Committee meeting sometime before this series of hearings started know that the Under Secretary of State was questioned on this subject. He went into it in some detail and explained that this was the subject of a detailed study, the results of which will be available very shortly.

Mr. Jamieson: Mr. Chairman, in that connection, though, satellites are not going to be of much value in educational television unless we can get a good deal more agreement with Canada on a unified curriculum, and so on, than at least appears to exist at present. In other words, the whole advantage of the satellite is that it covers a very large area at the same time, but if each province wants different courses, and so on, at least from that point those programs would not be of much value.

Mr. Cantelon: Does that appear to indicate that the federal government should have overriding control over educational broadcasting?

Mr. Jamieson: I do not think so.

The Chairman: Are there any further questions of the witnesses?

• 1605

Mr. Nugent: In connection with paragraph 1, in which you suggest that all television sets offered for sale should be equipped with both VHF and UHF, do I understand you feel that unless some such regulation is brought in that UHF would not be satisfactory for educational purposes because of the limited coverage?

Mr. Wilson: I could use Southern Ontario as an example, Mr. Chairman, where space in the VHF channel is at a decided premium. There may not be VHF channels available to some schools in parts of Ontario because of their proximity to the border and the density of stations in their immediate area.

Mr. Nugent: To put it another way, it is a necessary prerequisite for a successful educational television program that the government introduce some regulation requiring all sets sold in Canada to be equipped with UHF.

Mr. Wilson: Some reference was made this morning to areas of the Western Provinces where apparently channel space would be no problem whatsoever, but the situation is different in Southern Ontario. We may have been a bit presumptuous in including all of

Canada, we might have qualified it to fit our particular situation.

Mr. Nugent: In line with that suggestion, if you primarily are interested in schools, then you really do not need broadcasting—you could use closed-circuit, and so on—and as you are not interested in VHF and only UHF and you feel that the mixing of the two—UHF and VHF—is very difficult, it does seem to be a logical extension of your remarks that only by some such regulation can you derive any benefits from educational broadcasting in Ontario. If everybody has to have UHF sets, then you can go ahead, but without some such regulation you do not see much chance of educational broadcasting being a useful tool in the schools?

Mr. Steele: May I comment?

The Chairman: Yes, Mr. Steele.

Mr. Steele: As I understand it, at the moment we have a provincial regulation which requires all sets purchased by our schools to be equipped with both UHF and VHF, although at present we are receiving our broadcasts over the VHF CBC stations. Ultimately, of course, we look forward to the time when in various parts of the province we may receive broadcasts either on VHF or UHF channels, depending on the concentration of VHF stations in that particular area. Certainly VHF channels are very scarce in the south, but there are many areas in the northern parts of the province where there are plenty of VHF channels available and these should be used for educational broadcasting.

Mr. Nugent: I guess you feel that UHF is desirable because of its exclusiveness and because you would not have to compete with commercial broadcasting. However some of the other briefs we have seen have objected to UHF because of the cost and general practicality. There is nothing in your brief to indicate whether you have gone into the technical aspects of this problem. Have you considered this from the viewpoint of cost, and so on.

• 1610

Mr. Steele: I think we are aware that it is considerably more costly to broadcast on UHF than on VHF. For this reason I would assume it would be to the advantage of any educational television group to be permitted to use VHF channels where such channels

were available. Whether this point is made in our brief or not, this has been my opinion, and in this case I may be expressing my opinion. You probably have had submissions from other groups who feel very strongly on the point that where possible educational television should utilize VHF channels.

Mr. Jamieson: If Mr. Nugent will permit, why is it more costly to broadcast on UHF?

Mr. Steele: More electricity, I understand, for one thing. This is getting beyond my competence.

Mr. Nugent: The question should have been asked of those whose brief stated it was more costly.

Mr. Jamieson: Yes. I do not know why it would be more costly, unless it is the need for more transmitters, because the coverage is less. That would be the only reason. I do not think from a power consumption point of view, or any of the normal technical reasons, that it would be more costly. At least, not to my knowledge.

Mr. MacDonald (Prince): Unless you could say that more power is required to cover the same distance that VHF covers.

Mr. Jamieson: The power itself is not really a costly item.

Mr. Dixon: We have a figure that I could dig out here that puts the cost of UHF three times as high as VHF. But that is an area with which we do not feel we need to be largely concerned. Our intent in this paragraph was to say that we do not wish to take issue on this matter. However, we feel that if educational television goes to UHF it should be required that all sets be equipped so the people at home can also view what the school children are seeing.

Mr. Cantelon: Would it be correct to say that unless UHF is made available in Southern Ontario and, of course in Quebec, that these areas of Canada will have a great deal of difficulty in doing anything with educational television? Would I be correct in suggesting that?

Mr. Wilson: Yes, I think we would agree wholeheartedly with that.

The Chairman: I might refer Mr. Nugent and Mr. Jamieson to page 15 of the brief of the Metropolitan Edmonton Educational Television Association where they allege that

UHF transmission is more expensive. They say:

We have quotations ranging from 2½ times, to 4 times, the cost of low-band VHF.

Our studies have also shown that:

—UHF receivers are subject to 2-3 times greater signal drift than VHF, hence require much re-tuning.

—Severe shielding occurs with UHF, not just by topography but by trees and buildings.

—UHF lead-in cable costs more and is subject to greater loss of quality.

—UHF transmission is at a double disadvantage: its service range is less than that of VHF but its interference range is greater.

Mr. Nugent: I would like to mention one more point in the brief. Paragraph 5 on the first page states:

...provision must be made for adequate programming at the international, national, and local levels.

I presume this educational TV programming and yet the provincial authority should decide whether it will be broadcast within its jurisdiction. Are you not running into a bit of a problem here with programs of an educational nature? We do have some educational programs on TV, especially on the CBC. Is this suggestion about the decision to broadcast within its jurisdiction tied in with your suggestion on UHF? Are you suggesting, if the educational authorities have their own purely educational bands and can decide whether they will carry programs or not, that it will be easier for them to control programming?

• 1615

Mr. Dixon: No. I do not see a connection with UHF and VHF. Whether it is being carried on UHF or VHF, our point is that undoubtedly there will be a provincial authority primarily running the educational television networks. This being an accepted fact, we wish to make the point that there still will be national and international events and programs of interest for which some larger authority will have to be responsible. We recognize, by virtue of the British North America Act, that the provincial authority would have the right not to carry such programs, but we feel they should be made available.

On the other hand, it is conceivable that a provincial authority might overlook the local level. For instance, in Ontario the Lakehead would certainly have local programming that would be of interest, and provision should be made for physical facilities, to cover that type of program. We hope the provincial authorities will recognize that. We wish to point out that we feel it must be recognized.

Mr. MacDonald (Prince): I came in a little late, so if I raise questions that have already been discussed, let me know and we can move on to something else.

I am interested in knowing whether or not you have actually discovered sponsors to sponsor educational television programs? You mentioned there should be a limit placed on the number of commercials. I do not think this has been considered by the Committee to date, but perhaps it has been. Let me ask whether or not you have some indication here are commercial enterprises today that are interested in sponsoring educational programming?

Mr. Dixon: I would like to kill off once and for all the notion that has popped up two or three times that we are in a mood to accept commercial sponsorship of educational television. We are not! We are not! I cannot be more definite.

Mr. Jamieson: Your brief says otherwise.

Mr. Dixon: No, it does not, sir. The intention was merely that if a commercial firm had a program that we or the educational authority considered to be of excellence, we see no reason to try to duplicate that program at astronomical cost when we could simply borrow it. We are willing to give them a credit and say, for instance, this was produced by Bell Telephone, but that is the limit.

Mr. MacDonald (Prince): I can see this area has already been explored, so I will go on to my next question.

On the matter of a national clearing house for the exchange of programs, do you see this function being carried as a by-product of the agency that may operate the facilities in the various provinces? Do you see another organization being established under federal authority? Do you see another body already in operation, such as the National Film Board or the CBC, carrying on this work? Just how do you propose that a kind of national clearing house will operate with respect to programs?

Mr. Dixon: I think our intention was not to solve the problems of the federal government about how this should be set up, but merely to point out that we think this expensive proposition should be a federal responsibility. In the draft legislation in the Secretary of State's paper we detect a leaning toward an interpretation of the federal government's responsibility as being limited to transmitters. We think there are other areas in which they could legitimately be involved without in any way violating provincial authority. We would specify production facilities on the one hand and library services on the other. With respect to your question on library services, to have it done helter-skelter by provinces would be less adequate and more costly, and surely this suggestion follows the tradition of national libraries, at least in book technology. If this is the case, we do not see any reason this service cannot be extended to film and videotape. We feel it is logical.

Mr. MacDonald (Prince): In other words, your basic answer is that it is a federal responsibility rather than one the provinces might act on themselves?

Mr. Dixon: Yes.

• 1620

Mr. MacDonald (Prince): I have another question. Further down on that same page you say that adequate safeguards against political interference must be built into every phase of the development of educational television. Could you elaborate on what forms of political interference educational television will be susceptible to?

Mr. Dixon: They tell us that it is susceptible to a great many. We have had no opportunity to find out what they might be but we certainly would not want any to exist. We do not feel that they have existed in other technologies that apply to education. I think of print technology primarily because we are just getting beyond that stage really. So we are merely stating it as something that we hope does not ever exist.

Mr. Wilson: My remark is only partly facetious: We will not extend the commercial rights to politicians or political organizations in the same fashion that we do not extend them to commercial organizations.

Mr. MacDonald (Prince): That brings up a related question in this area. I wondered whether I detected objection to there being

certain kinds of political programming on educational television.

Mr. Nugent: Like a forum for instance, they would likely be more disruptive than educational.

Mr. MacDonald (Prince): I think this is a very serious question because it does seem to me that we have tended, particularly on radio and television, to make politicians almost eunuchs in terms of their ability to be anything more than the most bland, non-informative, unimaginative kind of people and the result of this in many cases has been to prevent people from really knowing in an interesting and real way what is happening in their own political procedures, federal or provincial. It would seem to me, for instance, that the role of an educational television service might cover extensively certain kinds of political gatherings such as conventions and think sessions sponsored by political parties, as well as civic matters. For instance, think of the kind of things the National Film Board has been restricted to in its interpretation of parliament. It is impossible to obtain from the National Film Board today a film that really shows a serious student our parliamentary process. Instead, we are shown pictures of stone and stone-cut prints and given a dull as dishwater interpretation of one of the liveliest happenings in our country. I would hope that educational television would not be so restricted. Surely our political process is of paramount importance to the people of this country, and they need to be made aware of how it functions.

Mr. Wilson: Mr. Chairman, we recognize the power of this medium and we recognize its abuses as well as its uses. We recognize too that the purpose of educational television is probably not to forward the political aims of any individual or any group but we do recognize, as you have pointed out, that the elements of the Canadian scene which are educational in nature are suitable topics for educational programs. I think probably you can see our fear of a misuse, and that is the basis of this statement.

Mr. MacDonald (Prince): Are we not faced with the problem of trying to distinguish between an instrument of communication which is used for propaganda purposes and political control and an instrument which would express a variety of viewpoints, often contradictory, but which would result in our people becoming informed and perhaps even

to a degree enthused about what is really happening without necessarily becoming convinced that any one individual or any one political party has all the answers or none of the answers.

• 1625

Mr. Wilson: Well we keep going back to our original premise, that we are dealing with children. I tend to gather from your last remarks that you are thinking of it in an adult context.

Mr. MacDonald: Well every adult that know was once a child, and it is really shocking how little is offered in our schools today. Perhaps I am being unfair to judge the educational process of all schools on what has been basically one person's experience as a child and as a student, but apart from a recital of the events of history as they affect our country, the making of history today and yesterday and what can be expected tomorrow it is very poorly dealt with. I have a temptation to suspect that the same situation still exists to a large degree in our schools and surely educational television, which convey people and events in an exciting way, could be used to some measure at least to bring our people more abreast of what is really happening in the political process.

Mr. Wilson: We may have a semantic problem in this connection. We used the word "political interference" and I am quite sure the previous speaker is not arguing for political interference. We are not as far apart as our conversation might tend to indicate.

Mr. Steele: If I could go back to a point that I made before but in answer this time to Mr. MacDonald, we recognize the eye-on-the-world ability of television and I think we are willing to have it come into the school in this form, which would cover the type of situation that you suggested. However, we would ask that educators, who are used to working with children, and who are the logical people, make the decisions on what areas are acceptable, or at least have a major voice in making those decisions. Maybe I should enlarge slightly on the "eye of the world" because it helps again to support our contradiction to the current definition here of educational television. Assuming the cost of producing the average program was \$5,000 and the money allotted to 2 programs was \$100,000, sacrificing 20 usual half-hour slot programs, with that money one could send a very excellent crew on a year-

our of Ontario putting the eye of the camera on what is fascinating and interesting. As a secondary school vice-principal I often had youngsters say to me that they felt there was a world out there and a world in here and they thought there should be more connection between the two. Modern technology gives us a way to do this. Our roving crew perhaps could film a construction job in the morning or elementary school children and a farm in the afternoon for kindergarten children, and perhaps a session of the legislature or the House of Commons at another time. So we are not averse to having a camera eye pick up the current scene provided the educators are doing some selecting or have an important voice in the selection.

Mr. MacDonald (Prince): A strange undercurrent certainly has existed for some time in this country, unlike either Great Britain or the United States, that equates politics almost with dog baiting. I think there is still a tendency, in some instruments of communication as well as in our schools to give a very wide berth to this whole area because there is something not quite nice about the whole business. Perhaps the next generation will have a better opportunity to be more realistic about what is happening and will be in a position to make constructive criticism.

Mr. Dixon: I would expect sir, that if teachers are represented at the policy-making level, as we hope they will be, decisions could be made intelligently that would incorporate the type of thing you suggest.

Mr. Cantelon: Which would not be political.

Mr. Steele: That is correct.

• 1630

The Chairman: I think Mr. Steele wanted to add something.

Mr. Steele: I simply was going to comment that while I agree completely with everything you have said, I see this as your problem rather than ours in a sense because of the federal-provincial dichotomy in this whole area. It is not true that it would have to be resolved to the satisfaction of the provincial political persons as well as the federal?

Mr. MacDonald (Prince): No, I do not think that is the point at all, really. The point is whether or not the people that presumably will be making program decisions in the provinces and exercising interest in this medium will say that this is also part of the whole process of education or gets included

as one aspect of content. Not that politicians as such—this is what you are recommending against and with which I agree—will not control the content, but because we make the point of keeping educational television out of political control this does not mean it does not have an interest in what is happening in the world of politics, because it affects all of us.

Mr. Jamieson: I have one further question at this time. There is a great tendency to generalize—and we all indulge in it—where educational television is concerned about its potential and impact and that kind of thing.

During the lunch-hour adjournment I looked up some figures. My action was prompted by the references of previous witnesses to what I call “open television” for children, that is, not in school or under controlled conditions. The viewing figures are abysmally low, I find; six per cent sets in use, five per cent sets in use—in the home that is—tuned to educational broadcasts.

Are you inclined to think that if there were this open dissemination of educational material it would have a meaningful impact on children if they were not in the controlled conditions of the classroom? In other words, is it really going to be able to compete with other forms of entertainment or other attractions for children outside the school?

Mr. Dixon: We are concerned primarily with what happens in school hours and I would prefer to confine our statements to that. But since educational networks or any other kind are capable of operating 7 days a week and 24 hours a day, I assume there would be programs outside of school hours.

To come to the answer, I think they can be made sufficiently interesting that youngsters will want to watch them. I have been a writer on many, many television programs including “Weekend” and programs for pre-school children and I like to think I can believe the figures that show we had a good audience response and I also like to believe that they were, in many cases, educationally sound. So, I think it is possible to make them interesting.

Mr. Jamieson: I also had an observation from an experienced teacher essentially negative in his attitude toward ETV who said that we were really contemplating enormous expenditures but that ETV had no really significant place in the learning process.

He made a great case about the amount of time that has to be spent with individual students which carves up the teaching day and pointed out to me that in effect the exposure of the average student to educational television was minimal in relation to the total educative process, if you could call it that.

Is there some validity to this, or could you refute it? My reason for asking is simply that if the federal government is going to be asked to do transmission, production, act as a central clearing house and get into a heck of a big set-up, is it really worth while?

Mr. Wilson: You are threatening the jobs of both Mr. Jarrell and Mr. Steele sir, and one or the other will rise to that.

• 1635

Mr. Steele: Well, there is some food for thought in that observation. Certainly the amount of educational television that we can have at the moment is limited—very, very limited—because we have to use the facilities of the existing commercial network and they are prepared to give us the use of that network of only a half hour a day, or an hour a day in some cases, in the morning. When you spread a half hour a day for, say, 30 weeks over a 13-grade system it is obvious that no particular classroom teacher in any particular grade is going to be exposed to any quantity of educational television.

Mr. Jamieson: The argument, sir, that I heard—and I am being the devil's advocate, if you like, but I would like to get an answer—was not one of availability. Even if you had facilities galore and all manner of sources of educational material, this teacher—and I do not think he was alone—said that taking into account all of the other responsibilities a teacher has and all of the other things that have to be done in the classroom, the amount of use that he could make of educational TV was decidedly limited. In fact, he went so far as to say, so limited that to build this great structure was like putting the trappings of an elephant on the back of a mouse.

Mr. Steele: I can comment on this only from the observations we have from certain other countries. In Japan, for instance, it is an observable fact that the average school-age child views two hours of educational television a day.

Mr. Jamieson: Within the classroom period?

Mr. Steele: Within the classroom structure so if the Japanese have succeeded somehow in making this work to the extent that they are using perhaps 40 per cent of their classroom time for educational broadcasts, it seems to me that it might be possible here.

Mr. Dixon: May I make an observation in answer to Mr. Jamieson's question? I think the teacher was saying in this context what we often say and that is that teachers are too busy. They have too many things to do and this is implicit in that teacher's observation.

I think there is another point. By and large the schools are still geared to print technology and only now are making the move to electronic technology, but the students tend to be ahead of us, because the present crop has been reared on television and has had more exposure to television, really, than to school.

We recognize the problem and I think we are ready and willing to catch up. When the federal authority provides the hardware, with the excellent beginning that has been made in Ontario by the ETV branch of the Department of Education, I think we will be on top of the problem quickly.

Mr. Jamieson: It will be a case, though, of changing the curriculum and the whole technique, if you like, of teaching, and—I used the word this morning—"integrating" television rather than simply just adding it on to what you call a book technology kind of approach.

Mr. Dixon: We are geared to change, yes.

Mr. Jamieson: Thank you.

The Chairman: Mr. Jarrell do you wish to say something?

Mr. Gordon Jarrell (Member, Audio-Visual Committee, Ontario Teachers' Federation): Mr. Chairman, I would just like to add the fact that I will agree to integrate television along with all the many other advances in technology, all the other audio-visual methods of instruction that are available and are being used. When I think in our own area there are 3,000 plus teachers, the negative aspect is very, very minimal. Certainly there will be some there. If you take the opinion of any cross section of the population on any one topic you will find both positive and negative reactions, but the finances seem to be the limiting factor in our area in providing and trying to gain even a semblance of what is requested and what is demanded and needed by the children, and thinking also into televi-

tion into an aspect that really does not concern this as much, but does have implications, closed circuit and student production. The children are working with it. I am thinking now of the secondary level; they are becoming involved, they are realizing many of the problems and they are wanting to be instructed by way of this medium. So, I cannot agree that it is a negative aspect.

Mr. Jamieson: Thank you.

Mr. Prittie: I do not agree with the reply to Mr. Jamieson's question. Mr. Cantelon is a teacher too and he found the same problem with films. There were never enough; you could not program your lessons to use them because of the limited number available in a province or district. Quite frankly, much of school is just deadly dull—and will continue to be so long as you are relying on textbooks and the blackboard all the time, and if we can make use of this medium to integrate it—social studies and history are my particular interest—it would make an immeasurably better curriculum.

1640

Mr. Cantelon: May I just add that I feel, with you and the Canadian Teachers' Federation, that if this is going to be done it will mean that the teaching profession in the Dominion is going to have to play a very large part in the setting up of the system and in its operation once it is set up. I cannot see how it can possibly work and be of any great value unless it is directed and controlled by the teachers.

Mr. Dixon: We agree wholeheartedly with that. We are concerned, for instance, that in the proposed legislation the source of the directors of CEBA—if we can use that term now for the proposed federal authority—is not specified, and we would expect that the teachers federations of this country would be very largely represented, and when the provincial authority is decided in the case of Ontario we would expect that the Ontario Teachers' Federation would be very largely represented on that policy-making body. We think this is reasonable because in the prime daylight hours nearly 85,000 teachers of our Federation are the adults of Ontario who will be largely involved with that particular technology, and it seems only reasonable that they should be largely represented at the policymaking level.

Mr. Jamieson: How many teachers in Ontario?

Mr. Dixon: Almost 85,000.

Mr. Steele: May I make a final observation? I was delighted to hear one of the gentlemen refer to the dullness of school in the old print-oriented textbook type of technology from which we hope we are emerging. I would like to point out that the goal, at least the *raison d'être*, of the audio-visual technologist in the modern-school system is to make these things available.

We were speaking of the availability of films, and so on, and we realize there never has been and probably never will be quite enough money to make every film and aid available to the teacher when he needs it, but we see television as a possible means of making more things available to more people at the right time.

This is the advantage of television over film. We recognize that there are advantages of film over television too, but it is possible with a broadcasting system to do this, and to at least put within the reach of the teacher and the class, if they choose to use it, something that will certainly perk up the lesson.

Mr. Dixon: I might say too if I may, Mr. Chairman, that our first paragraph—and it is first, I think, because we regard it as important—makes a point that research is needed in three areas, one of which is the inter-relationship of ETV with other media up to and including computer assist. We feel that if this is done in each province helter-skelter it could be extremely costly and wasteful of public money, but if this were assisted by the federal authority, or even taken over entirely by the federal authority, a great deal of waste would be avoided and the results would be available to the entire country. We would avoid things like hardware in one province being incompatible with that in the province next door so that programs could not be shared, just to take one point in this.

•1645

So we see ETV as part of a much larger electronic package and we would like to have the authorities that are set up recognize from the start that this is the case and be doing research in that area.

Mr. Cantelon: I have a question. Do you suggest that such research be handed over to the universities?

Mr. Dixon: We cannot merely ask questions of teachers about what they thought of television programs because they are not the prime audience; the students are the prime audience. You cannot ask us questions about technology because we are not technologists. So I think that inevitably such research has to be done by research specialists and I suppose they tend to be housed in universities, although they might be captured from industry too.

Mr. Cantelon: One of the things I have felt for a long time is that many colleges of education do very little research and this is a field in which they would like to be engaged. It seems to me that this is a field in which they could perhaps not evaluate the technical points but could evaluate the efficiency of the results of this type of education.

Mr. Dixon: Perhaps they could not, however, evaluate the total effect of television on the child. It would take people who are research specialists to do that.

Mr. Cantelon: Thank you.

Mr. Wilson: Mr. Chairman, I think there is a tie-in between this paragraph and the point presented this morning by the Canadian Teachers' Federation concerning an advance meeting of minds with respect to the hardware and other facilities that are necessary.

The Chairman: If there are no further questions from members of the Committee, I ask the witnesses to elaborate on the suggestion that equipment at regional and local levels should be provided by the federal authority. Would you mind explaining why this would be desirable?

Mr. Dixon: I think our concern is that it may not exist in have not areas of the country unless it is provided by that obvious source of funds, the federal government. It is just that we feel this is essential and we cannot see that it can be financed otherwise.

The Chairman: You are suggesting, then, a form of equalization, not necessarily that the federal government should give facilities to those who can well afford to provide them themselves?

Mr. Dixon: I think we would agree to some type of equalization, but without at least that it would seem perhaps only about four provinces would be able to bear the costs. If the federal government only put up transmitters I can see their not being used because some

provinces would simply not be able to afford the additional hardware. So I suppose, beyond those four provinces, there might be a rather heavy federal contribution.

The Chairman: There would not seem to be much advantage, would there, to the federal government's collecting taxes from much the same people to provide facilities to the richest provinces in Canada, of a type that they can provide for themselves by collecting roughly the same amount of taxes from the same people?

Mr. Dixon: There is the question of palatability; it might be more palatable if it came that way.

The Chairman: Provincial authorities always think it is more palatable for taxes to be collected at the federal level.

Mr. Jamieson: Mr. Chairman, I have a supplementary question. One of the things that is pretty obvious if one knows the broadcasting field in Canada today, is that despite the fact that in some instances the CBC or some other agency may be short of space, taken in total we have a real surplus of production facility in this country already in existence; film companies operating only one-third of the time; huge television studios not being employed all of the time, and so on.

• 1650

One of the things that worries me, and I was getting at it this morning in my questioning—I believe it was before the Teachers' Federation group—is that we are now receiving suggestions that more production facilities be built, not necessarily from you, but this is one of the suggestions being made. So you think that perhaps one of the roles of this study group would be to do an inventory of what we have in this country, what is available and how it might be employed.

Mr. Dixon: That would seem reasonable, although those production facilities tend to nestle in a very few urban areas so there still would have to be a great many built in order to have transmission from areas such as Sudbury and the Lakehead, to take Ontario as an example. You might get some CBC facilities, but the film company type of thing that you suggested tends to be in the very large metropolitan areas.

Mr. Jamieson: You have made a very key observation. I take it you feel that if educational television is going to be effective we

cannot think in normal broadcasting terms, which is at the outside, one or two production centres per province. If I could use my own province of Newfoundland as an example, I normally would have thought that all of this work would be done in St. John's but we have two other large centres, Grand Falls and Corner Brook. The general gist of what you're saying is that to be effective we really ought to have originating facilities in both of those centres as well.

Mr. Dixon: I am not familiar enough with Newfoundland—

Mr. Nugent: Production facilities?

Mr. Jamieson: Yes, production facilities.

Mr. Dixon: If I may go back to the Province of Ontario, the Minister has suggested—and we agree—that for a start there should be five production areas in the Province of Ontario; three spread out along the south, one in Sudbury and one at the Lakehead. The reason we feel that way is because regional and, to a greater extent, local programming is important because a schoolchild needs to be involved in his region and his immediate locality when feasible. In the case of Newfoundland I should think those three centres would require production facilities with no doubt more elaborate ones in St. John's to produce the bulk of the standard programming.

Mr. Jamieson: I do not quarrel with the concept because I am not too intimate with the educational side of it, but I merely point out—I am sure Committee members will recognize it—that what is contemplated here, if it were carried to the logical extreme, is a much bigger hardware set-up, if you like, in terms of production centres and transmitters, and so on, than the CBC has in existence today, even including all of its affiliates. In other words, what is really envisaged here is a very major development, from a purely technical point of view, involving many hundreds of millions of dollars.

Mr. Dixon: Over a period of time, fortunately.

Mr. Jamieson: Yes.

Mr. Cantelon: Mr. Jamieson undoubtedly knows more about this than any of the rest of us, but I do not think there would be any difficulty in that respect in my own area of Saskatchewan, and perhaps in Alberta, as well. I do not think extra facilities would

have to be built, but I might be wrong because I really do not know the picture. What do you think about it, Mr. Nugent?

Mr. Nugent: Mr. Jamieson's point, which I think the MEETA brief also stressed, is on the control of broadcasting at the local level, et cetera, rather than at the provincial level—the local school boards and their programs—but I do not think just because it may be desirable to have control of programming at the local level that it is necessary to also have the production facilities at the local level. It seems to me that one of the problems of local education is that there is less population and fewer specialized skills, et cetera, which educators would like to make available throughout the province. One of the advantages of educational TV is that through major production centres the services of a few specialists and a few skilled technicians, which otherwise would be very expensive can be made available in the form of film distributed by the local authorities in any manner they wish. I would think that the saving in costs, et cetera, would be an important aspect in our educational problems. The standard of education could be raised by making available those skills are not generally available throughout an educational area.

•1655

However, to now suggest that the production facilities should be placed in the same kind of perspective and that it is desirable to even have the local school children engage in the production, seems to me to destroy the educational TV people's most valuable argument. It would make the vehicle, shall I say, more important than the message. At present I very violently shy away from this suggestion of unlimited expenditures on production facilities in order to give programs a local theme. You may bring me around to a different point of view, but, as an educator who hopes to take advantage of TV and bearing in mind the cost of education, I would be very, very wary of coming forward with an idea that would destroy the economic value of the argument in favour of educational TV.

Mr. Sherman: Could I add a comment, Mr. Chairman? I am not too concerned with the expense involved, although certainly all of us have to keep that factor in mind, but I subscribe to the suggestion implicit in Mr. Nugent's remarks. It seems to me that one of the great advantages of educational TV, gentle-

men, was portrayed to us by Pierre Juneau of the BBG in a recent presentation which demonstrated that advantage could be taken and opportunity could be exploited where exceptionally good teachers and exceptionally good instructors were concerned. Mr. Juneau's presentation went to some pains to demonstrate the effectiveness of a really excellent and articulate teacher on television. If you are thinking in terms of localizing production, I think you would neutralize one of the most outstanding benefits—a major production centre—to be obtained from ETV. With reference to the Lakehead, for example, I think production for Lakehead educational districts could be done from Winnipeg. There are two provincial authorities involved, but they both do not need to be involved. The educational authorities in the Lakehead area would simply contract with the Winnipeg producers—whatever firm or agency was handling it—to have certain educational programs created in Winnipeg and sent to the Lakehead for their use. Is this not a reasonable concept?

Mr. Dixon: I think there would be times when that type of package deal would be a good thing, but there are also times when there are needs in an area—let us continue using the Lakehead as an example—that could only be served from that area. They have excellent people in the Lakehead and they would want to use those people. For instance, if their kindergarten teachers felt the time was right and were interested in updating their curriculum, their own top people could create a suitable program to reach all the kindergarten teachers in the area. The same thing could be done in technical education by using a program on shipping, let us say, because being the Lakehead a similar situation does not exist elsewhere, it is peculiar to them. We feel all of the things you suggested—packages from elsewhere, very expensive programs done in Toronto because elaborate sets are needed, or perhaps in some cases actors, or whatnot—would still be needed, but there is a place for the local and regional type of programming because this is one of the characteristics of television that must not be lost—its immediacy; its ability to be part of the district, of the neighbourhood; to get its finger on the pulse and serve it. We would not like this to be lost.

•1700

Mr. Cantelon: Mr. Dixon, I also have a question I would like to ask about this.

Is it not also true that the quantity of material that is to be prepared and presented could actually become enormous and be much more than one or two or even three studios could prepare? If you consider, for instance that you have, let us say, six classes a day or the average in the public school and you have eight grades, that is 48 lessons of different kinds in that one school. And in a high school you have, let us say, six a day for—in my province it would be only four grades—so you have 24 lessons a day. If you try, then, to make TV become a really effective force, the quantity of material required is enormous. I do not see how it could ever be funnelled out of one or two studios and it certainly could not be localized, as you are suggesting, unless it was done in regional studios.

Mr. Jamieson: I was going to ask, Mr. Dixon, if this concept of local and regional, which we have all been discussing informally here, does not get quite uneconomic from this point of view. There is general agreement—I suppose Mr. Sherman would be the most likely one to agree with me on this—that when you get into production it requires the same basic plan to produce three hours or four hours as it does for 20 or 25 hours. In other words, the more you diffuse the production, the higher the overhead goes per program. I am just wondering, and I quite frankly admit that I have no answer on this, whether, to use the Lakehead as an example, you could really justify maintaining a production centre for the sake of the amount of production that would be done locally there. In other words, it seems to me it is a question of whether, if you have to lose something, you lose on the local end or on the national end in terms of impact.

Mr. Nugent: The amount that would be special to the Lakehead that they want to broadcast in a school year I would think is going to be relatively minor as distinct from Vancouver or Halifax and so on, so that the amount of specialization there would, I think, amount in hours of production or of broadcast, to only a couple of hours throughout the year, that is specially to the Lakehead, and certainly it makes more sense to me to send those specially talented people to Winnipeg when it is all set to that studio to can that program that will do them for the year rather than tie up facilities for a whole year on the local level because you have one aspect, perhaps, that is only local and that is the kind of thing in which I make the distinction. Just because you do not have the production

facilities available in the local areas does not mean that you are waiving the right or the opportunity or the advantages of producing films designed for use in a local area.

Mr. Dixon: A great deal of the expense would be involved in being able to transmit from those local stations programs produced elsewhere anyway, and when you add the additional expense of the cameras and other related equipment necessary so that they can also originate programs there, I do not think the additional expense is all that great.

Mr. Nugent: You are getting into an entirely different field.

Mr. Dixon: I do not think it is so great that we will be able to avoid it for a great deal of time because this thing is going to grow tremendously as time goes on. It is for a period of time. You might be able to fulfil local requirements from, let us say, a CBC station where it exists, but my feeling is—this is a strictly personal feeling—that that would not be adequate for very long.

Mr. Prittie: I thought Calgary and Edmonton made the case very well the other day for local production, given a certain size of a place, and I think this talk of the cost of production facilities is perhaps being a bit exaggerated. It is an open question whether the federal government is going to meet that cost or not, but I would point out that they are already being built. Ottawa has one in operation and Calgary is ready to go with one. I believe Edmonton is producing one. The Department of Education of Ontario, I understand, have some at Scarborough now for the Toronto region. I think the case for local production was very well made. I do not think that in the Province of Alberta there need be more than two or three production centres but I think there ought to be that many.

Mr. Cantelon: Is it not also true that while we would like to see the courses of studies throughout Canada more closely correlated than they are, at the present time they are not very closely correlated? What you prepare in Ontario might perhaps not be suitable at all in the western provinces.

1705

Mr. Dixon: I think this is true. There would be a reasonable number of programs that we could exchange but the differences are very considerable so that programs must originate within each province. To reiterate, we hope a certain number would originate, in

the case of Ontario, regionally. Perhaps it is too much to say locally because five places from which programs could originate does not seem to be extreme in a province the size of Ontario and with population of Ontario.

Mr. Steele: We have spent a good deal of time on this question of production facilities. Of course, before these programs can be of any use to anyone, we have to have transmission facilities and I am wondering if we are not putting the cart before the horse. We need the transmission facilities first and the productions will grow as the need arises after we have something on which to transmit the programs.

Mr. Nugent: If you are interested only in classroom instruction, you do not need a broadcasting facility at all. That is the point. If you are not in the broadcasting field, you do not have to have it. You can have closed circuit TV and so on. It is only the production facilities that really would give you problems. It is these people who think that education extends beyond the home, and in the case of MEETA for instance, as part of the university extension courses and what they want to do in the community where it cannot be handled otherwise than as a live broadcasting facility.

Mr. Prittie: You are not going to reach Northern Alberta without live broadcasting facilities, Mr. Reiersen said the other day.

Mr. Jamieson: Mr. Chairman, just so that my position will not be misunderstood, I did not raise the argument or the question as to what is right. I am inclined to agree with Mr. Nugent about localizing it. The new emphasis is on federal participation in literally everything except the ideas. They are now saying, in effect, that the federal government should provide a good deal of the hardware, the production assistance, everything, in effect, and that the ideas as to what is going to be produced should come from the provinces. Unless my professional judgment is all wet, whoever pays the bill—we are talking perhaps of a quarter of a billion dollars a year if this thing got to its complete stage—I simply say let us face the fact that we are not dealing in peanuts. It may be the only answer and it may very well be worth it, but if you get into this kind of production, I would have to quarrel with anybody who says you can do it inexpensively. Maybe you can, but you will not have any quality in it. I just make the point, sir, that this is the kind of figures I think we are talking in, nationally.

Mr. Cantelon: Well, then if it is that big it will be all the more essential that it be decentralized.

Mr. Jamieson: That is a boxcar figure based on \$140 million now to operate the CBC with, in effect, fewer hours of production and the like, plus the private element which in total should cost more than the CBC.

Mr. Steele: May I comment? I am a little curious about these figures relating the cost of commercial and educational television. A comparison that comes to my mind is from the United States. The cost of a certain special 90-minute program a few years back was set at \$700,000 and that same \$700,000 operates an educational station in the Pittsburgh area for a whole year, producing programs and broadcasting to an area of some 90 boards of education within the reach of that station. So, it seems to me rather dangerous to equate the cost of commercial television with educational television in those terms because we are not, for instance, paying the kinds of salaries that commercial people get.

Mr. Jamieson: Mr. Chairman, I do not have a question but since I gather this was more or less a question directed at me, I am simply pointing out that if we are going to break down an educational television network into regional and local stations as well as originating stations we are talking about 50 or 60 units—the capital outlay to begin with is going to be very substantial to cover this country. Then I am assuming that the hours of operation of this are going to be at least comparable to the average conventional station because logic dictates that they be employed for the maximum amount of time to get it back to your producing programming. Well, you start adding up the number of units that are going to be needed in this system—and the basic staff is going to be the same whether they are producing for educational TV or for the CBC or for commercial—and you are talking about a very sizable project. I said they were boxcar figures. I may be on the high side but I will not be surprised if I turn out to be on the low side. In other words, whatever the figure is, it is very high, when the thing reaches its ultimate development. As Mr. Dixon said, maybe we can go into it in stages; maybe we will not even bat an eye one of these days at a quar-

ter of a billion dollars. But I think we should realize that if we embark on this course that is what it is heading for, somewhere in that locality.

• 1710

Mr. Prittie: The cost of radio and television now in Canada, I think, is around \$300 million a year.

Mr. Jamieson: It is probably at least that. At least \$300 million.

Mr. Prittie: Did Mr. Juneau give any figure, Mr. Chairman, when he was before us? I was not here that day.

The Chairman: I do not believe so. I am sure the regulatory authority will be in a position to give us some advice on that when they do appear.

Mr. Nugent: I wonder, Mr. Chairman, now that we have this down to the philosophical approach, if it is a good time to adjourn?

The Chairman: If there are no further questions for the witnesses I think we can.

Thank you very much, gentlemen. You have been very helpful and I would suggest to the Committee that this brief, along with the other two that were presented this morning, be appended to the minutes of today's proceedings.

Is that agreed?

Some hon. Members: Agreed.

Mr. Jamieson: When do we meet again, Mr. Chairman?

The Chairman: We will adjourn now until 9.30 Thursday morning.

Mr. Jamieson: Who will the witnesses be Thursday morning?

The Chairman: The witnesses will be representatives of the Province of Nova Scotia and our expert witness, Dr. F. B. Rainsberry.

Mr. Jamieson: From the CBC?

The Chairman: No, now from Cambridge Massachusetts, formerly of the CBC.

Mr. Wilson: Thank you very much, Mr. Chairman.

APPENDIX "W"

BRIEF SUBMITTED TO THE STANDING COMMITTEE
ON
BROADCASTING, FILMS AND ASSISTANCE TO THE ARTS
BY THE PROVINCE OF MANITOBA

RECOMMENDATIONS

The Province of Manitoba Recommends:

1. That the CBC be the federal agency responsible for ETV and that it be granted definite and distinct capacities in this area of television broadcasting.
2. That the CBC provide production and transmission facilities, including studio, for provincial coverage of Manitoba schools, so that ETV may be steadily expanded to meet the television needs of schools, in-service training of teachers and adult education, to include both day and evening programming.
3. That the Province of Manitoba provide the direct costs of school and in-service television programs, including performers, script-writing, graphics and content.
4. That the development of provincial, regional and national school telecasts be continued and expanded.
5. That the CBC undertake the responsibility for the rapid development of an ETV network because of its experience and technical knowledge and that this ETV network be a part of the CBC but be physically independent so that no conflict develops between the demands of ETV and commercial television and so that the work of the ETV Branch of the CBC may be revitalized and strengthened.
6. That ETV programming be carried on available VHF channels first, and on UHF channels second.

Introduction

The Province of Manitoba welcomes the opportunity to present its views on the development of educational television before the Standing Committee on Broadcasting, Films and Assistance to the Arts.

General observations

Educational television has been in operation in Manitoba for approximately ten years, and it is now possible to make several important

observations on the role of television as a medium of instruction in our schools. The most important points that could be made are:

1. The initial experimental stage has ended and the time has arrived to expand the service already existing, and to implement the discoveries made in the pioneering years.

2. Television has a fundamental part to play in the instructional process, a role that it shares with other modern educational aids such as film, audiotape and radio.

3. Television has a vast potential as a teaching aid, a potential presently being developed in most countries of the world.

4. The technological trend of our society is placing heavy demands on education to provide teaching of increasing complexity and specialization, and teachers capable of providing such teaching. Television can be of prime importance in providing in-service training of teachers.

5. Educational television can be a powerful factor in attempting to provide equal educational opportunities to all parts of the province. Television enables high quality teaching to be projected to urban and rural areas alike.

Criteria for the use of ETV

The previous five observations indicate that it is vital to establish as soon as possible an expanded educational television system in the province. However, in the best interests of education the ETV system must be established in accordance with certain desirable standards if it is to function properly. The chief criteria for good ETV utilization may be listed as:

1. Television is a unique method of instruction. Television teaching must operate within the limitations of the medium, but it must also exploit the advantages of the medium to the full. It

is too expensive a tool to propagate mediocrity.

2. Classroom techniques do not necessarily make good television programs. Teaching for television requires special selection and adaptation of material, new methods of presentation, and the maximum use of the technical resources of the medium to ensure efficient audio-visual presentation.

3. There must be careful discrimination in the selection of topics for ETV presentation. Certain subjects such as natural and physical sciences, geography, history, mathematics, drama, language and current affairs are ideal for television presentation; some subjects and topics are often presented in a more efficient manner by other methods of instruction.

4. ETV producers must be aware that they are working for an audience that has been virtually raised in an era of television. Students spend many out-of-school hours viewing television programs and they have developed critical standards towards the medium. ETV programs that do not at least equal in technical performance the best of the non-educational programs will fail to hold the interest and win the approval of the student viewers.

Past Record and Experience in Manitoba

ETV in Manitoba has a short but impressive history, spanning the last ten years, and has been received by an increasing number of schools spread over a large area of the province.

Our provincial ETV programs began on an experimental basis in 1956 operating on a similar basis to the educational radio programs which have been produced for twenty-three years. This system involved the active co-operation of the Department of Education and the CBC, and in so doing the Department became the first provincial government body in Canada to be engaged in ETV. This system has remained in effect since the initial experiment, and has resulted in many widely acclaimed productions, often of a pioneering nature.

In this co-operative venture the Department of Education has been responsible for the educational content of the telecasts, the writing of the scripts, the selection of teachers and other performers, the payment of

direct production costs, all the research, surveys, advice on utilization, and the provision of printed material to be used in conjunction with the telecasts. The Corporation in its sphere has supplied studio facilities, technicians and administrative personnel for the production of the programs, and has also been responsible for the transmission of the telecasts. The partnership has proved to be profitable. It freed the CBC from involvement in program content for which it lacked constitutional authority and released the Department of Education from having to engage in the complex and expensive task of creating physical television facilities.

As in the case of educational radio it was found to be necessary and desirable to develop ETV at three distinct but complementary levels.

1. The Provincial Level—A certain number of telecasts, few in number at first but increasing each year, were produced by the Manitoba Department of Education and the Winnipeg offices of the CBC. These have been closely related to the provincial curricula and have emphasized provincial aspects of topics wherever possible.

2. The Regional Level—Other telecasts have been the result of the Department of Education for the four western provinces working in co-operation with the Prairie and British Columbia Regions of the CBC. This has resulted in the transmission of high quality programs to a wider audience, prevented duplication of effort, helped to break down provincial curricular barriers, and contributed to financial saving by certain cost sharing agreements.

3. The National Level—Representatives of each of the Departments of Education have constituted a National Advisory Council on School Broadcasting (more recently the Canadian Councils for School Broadcasting—English and French Languages) and have worked with the National CBC School Broadcast Branch to produce programs which have been made available to schools in all parts of the country. Canadian school telecasts aim to foster a sense of Canadian citizenship and to provide programs beyond the scope of provincial school broadcast budgets. An example of the latter is the annual production of a Shakespearean play.

All three systems outlined above have increased production since 1956. The half-dozen initial experimental telecasts have grown to a year-round schedule of daily half-hour telecasts from October to May involving over a hundred productions. Extended coverage of the province was secured at later dates through the generous co-operation of private stations. Manitoba also pioneered in-service training for teachers by means of television, the first experiment in this area being conducted in 1965.

The success of Manitoba's ETV in this period has been acclaimed from three distinct sources:

(a) student viewers who through surveys, evaluations and visits have been found to be appreciative of the high technical quality of the telecasts, responsive to the presentation, and enthusiastic for teaching by television,

(b) administrators, principals and teachers who have made use of the available telecasts regard television as a valuable supplement to their teaching,

(c) standard-setting bodies such as the University of Ohio have recognized the worth of educational telecasts originating in Manitoba, the western region and at the national level by a number of international awards.

ETV in Manitoba Today

Currently, 90 per cent of the provincial school population are able to receive ETV programs if they are provided with television receivers. The actual audience is much lower than this potential audience as many schools still lack viewing facilities, but the gap between the two has been narrowing each year. Viewers are found in both the rural and urban areas of the province.

Telecasts are available to schools in a wide range of subjects and topics, and are directed to all levels from grades one to twelve. Naturally only a limited number of programs are available to any one grade during the year. Many teachers have indicated that the time of transmission at present is inconvenient, but this is a factor beyond the control of the Department of Education. Elementary schools usually find it simple to re-organize for viewing, but the problem is much more complex in the case of the larger high schools. This has deterred some high school principals from using ETV.

Programs originating from all three sources mentioned earlier have been well received. Provincial programs have been especially successful since they cater to the provincial curricular needs and present a great deal of local material not available from other educational sources. Many provincial programs extend their scope beyond the curriculum to provide various forms of enrichment.

In-service teacher training telecasts have also been well received despite their limited number and often inconvenient times of transmission. They fulfill a very necessary function in providing teachers, especially those in isolated communities, with the latest in educational development.

Immediate Short Term Possibilities for ETV in Manitoba

There is a definite need to extend the present ETV operation in Manitoba, and this may be rapidly achieved to a partial degree by the adoption of the following suggestions:

1. The Fowler Report recommended that the whole of the morning period be devoted exclusively to educational telecasting. This would immediately increase the transmitting time available from a half to three full hours a day. This extra transmission time could probably be obtained from the CBC as a public service, but it is doubtful if the private stations would co-operate to this extent unless they were paid suitable transmission fees.

2. The above suggestion would be valid only if production were stepped up to meet the demands of three hours of telecasting a day. While it is feasible for the Department of Education to increase its commitments to provide for increased production, the CBC has clearly indicated that it is not able to do so. Even now other responsibilities are making it increasingly difficult for the CBC to continue offering its facilities for daily half-hour productions.

3. Production of ETV telecasts could be increased to meet the demands of three hours a day telecasting by the provision of a special television studio devoted exclusively to the production of educational telecasts. This could be provided by the CBC, with CBC staff who would be competent to produce high quality programs. This staff would also have the advantage of access to the resources of

the parent body for supervision; research and knowledge of new techniques.

By adopting these suggestions it would be possible to telecast to 90% of the school population of Manitoba for three hours a day throughout the school year. The problem of increasing the high school audience might be achieved by installing videotape recorders in the secondary schools, which would permit recording of the telecasts and convenient playbacks. These recorders might also be used in conjunction with any closed-circuit systems that might exist in the schools.

Problems and Demands of Long Term Organization

The short term policy outlined in the previous section would not solve other ETV problems such as:

1. the ultimate need to extend telecast-time to cover the school day.
2. the utilization of week-end and early morning and evening periods to provide in-service training.
3. the extension of telecasting to include adult and continuing education programs.

These problems can only be solved by the establishment of a network in the province devoted exclusively to educational television. This would involve the expanded use of the production studio recommended in the short term plan. It would further necessitate:

1. the building of transmitting and satellite stations and microwave relays.
2. the assigning of definite ETV channels either in the VHF or the UHF bands.
3. the development of a complete television organization, with technical and administrative personnel.

For the above reasons the Manitoba Department of Education recommends that the Federal Agency referred to in the White Paper on Broadcasting be The Canadian Broadcasting Corporation, to enable the Corporation to enter the ETV field in a definite and distinct capacity.

This recommendation embodies several distinct advantages.

In the first instance, there would be no need to create a new organizational system, since the existing one of the parent CBC body would serve the needs of the ETV section

without unnecessary duplication. Secondly, the CBC as the largest and oldest organization in Canadian television has a vast store of knowledge and experience to initiate the scheme rapidly, and the central organization would continue to supply its ETV branch with data on research and development.

However, this system could only operate effectively in the field of ETV if the educational branch were to be semi-independent, operating on its own budget, and in no way restricted in its operations by the conflict of interests arising from direct competition between educational and non-educational television within the Corporation.

Conclusion

The need for the existence of a large, efficient and well-used educational television system within the province of Manitoba can be easily demonstrated. This is a need that Manitoba shares with most of the developed and even some of the under-developed regions of the world. Many areas of Canada, the United States, Europe and Japan, as well as some other advanced areas of population are either planning or developing their ETV systems on similar lines to those indicated above.

With the rapid changes in technology it is becoming increasingly urgent that ETV systems develop as quickly as possible to ensure that instruction keeps pace with the accelerating tempo of technical advance. Such ETV systems as discussed are undeniably expensive, but probably not nearly as expensive as the failure to maintain an instructional level commensurate with technological expansion.

Finally, some thought should be given to the more distant future when the more sophisticated ETV systems now being developed in the U.S.A. and Japan will emerge. These systems envisage a central television laboratory which will act in the nature of a library or archives. It will contain a very large selection of video-tapes. These video-tapes would be controlled by a set of computers and requests from agencies to the computers for specific programs at certain times would result in the computers being programmed to transmit the requested video-tapes at the time specified over the appropriate channel. This system would enable ETV to be utilized much more efficiently.

Respectfully submitted,
George Johnson, M.D.

Minister of Education

APPENDIX I TO MANITOBA BRIEF
EXISTING TELEVISION COVERAGE

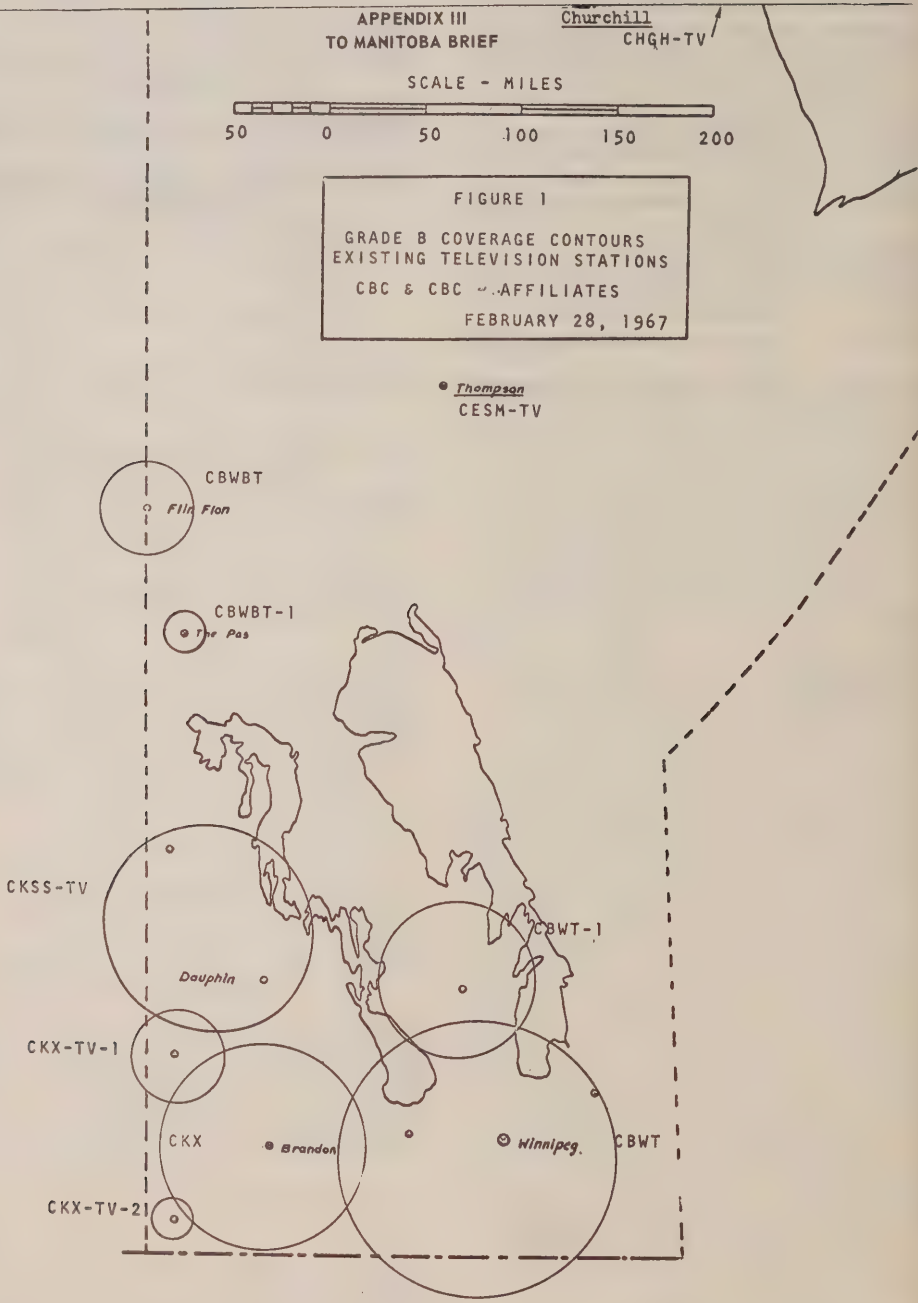
Present television coverage of Manitoba for educational television programs is provided by the following stations:

CBWT	Winnipeg
CBWT-1	Fisher Branch (off-air from CBWT)
CBWT-2	Lac du Bonnet (off-air from CBWT)
CBWBT	Flin Flon (film)
CBWBT-1	The Pas (off-air from CBWBT)
CKX-TV	Brandon (network feed)
CKX-TV-1	Foxwarren (off-air from CKX-TV)
CKX-TV-2	Melita (off-air from CKX-TV)

CKSS-TV	Baldy Mountain (Dauphin—microwave from Yorkton, Sask.)
CHGH-TV	Churchill (film)
CESM-TV	Thompson (closed circuit system) (film)

APPENDIX II TO MANITOBA BRIEF
VHF CHANNELS STILL AVAILABLE
IN MANITOBA

Station	Channels
Winnipeg	9, 13
Brandon	4
Dauphin	12 L
The Pas	6
Flin Flon	3



APPENDIX "X"

A SUBMISSION

BY

THE CANADIAN TEACHERS' FEDERATION

TO

THE STANDING COMMITTEE ON

BROADCASTING, FILMS AND ASSISTANCE TO THE ARTS

Introduction

As representatives of teacher organizations in all the provinces and territories of Canada, we are pleased to have this opportunity to present our views on educational broadcasting to the Standing Committee on Broadcasting, Films and Assistance to the Arts.

We wish to make it very clear, at the outset, on what basis we approach the Committee. Our claim to expertise is not in the area of broadcasting technology, but in the teaching and learning activities of the classroom.

Because we are teachers, our primary concern is with those broadcasts—especially television broadcasts—which are intended for students in elementary and secondary schools and their teachers. Simply stated, our interest in this matter, and the interest of our colleagues across Canada, is in ensuring that the maximum educational benefit is derived from this use of the broadcast media.

There are two major aspects to this concern, and it is with these that we shall deal in the following paragraphs. They are:

(a) the effectiveness of the arrangements for production, distribution and control of educational broadcasts;

(b) the soundness of the policies conceived for the direction of educational broadcasting.

The basis of our submission is that the only acceptable criteria by which the effectiveness of machinery and the soundness of policies can be judged are those derived from the goal of educational benefit. Without venturing to suggest technological solutions in detail, we shall suggest some principles which seem to us to be essential to the achievement of that purpose. The main substance of these may be summarized as follows:

(a) The educational usefulness of programs to the intended audience should take precedence

over all considerations of a technical or organizational nature.

(b) Educational usefulness depends on suitability of content and format, quality of production, and availability.

(c) Policy decisions affecting the educational usefulness of broadcasting should not be taken, at any level, without the involvement of the teaching profession.

These statements are fundamental: we cannot emphasize them too strongly.

2. General Principles

As teachers using the broadcast media, we are concerned, above and before all else, with the usefulness and effectiveness of radio and television in the schools. All other considerations are secondary, and all administrative and physical arrangements must serve the one purpose of bringing suitable programs into the classroom at appropriate times and in appropriate forms.

We consider it essential, therefore, that educational requirements determine program content, and be served in turn by suitable arrangements for production and distribution. The responsibility for ensuring that the machinery of production and distribution properly serves the educational purpose should rest with a regulating and licensing agency of sufficient authority to perform this function.

At every level at which there is consideration of policy on the nature and distribution of programs, there must be adequate representation of the teaching profession. The skills and sensitivity of producers and other professionals in the broadcasting industry are an indispensable resource in quality broadcasting; but their intuition and expertise must be effectively teamed with the special knowledge and insight of the teacher. Similarly, the

experienced administrator's flair for procedural efficiency and neatness (whether he be an administrator in a broadcasting operation or in education) must be made to serve the classroom purpose, and not vice versa. These observations apply with especial force at the national level, where there is perhaps the greatest danger of plans and purposes evolving from within organizations rather than from immediate awareness of the actual needs of the classroom situation.

Great importance attaches to the coordinating and licensing agency. We consider it highly desirable that powers of regulation and control in this field be wielded by a body created specifically for the purpose of regulating broadcasting, and not granted to bodies which are subject to political direction in their day-to-day activities. Control of broadcasting, in other words, is not a proper function of government at any level: it should be the function of a public body specifically constituted for this purpose on the authority of the parliament of Canada.

3. Some Remarks on Implementation

To ensure the usefulness of the broadcasting media in the classroom, two essential conditions must be met. The first is that programs must be available to the schools at times when they can be used; the second is that there must be the greatest possible opportunity for flexibility in local programming.

The expressed intention of the Government to reserve some ultra-high frequency channels for educational broadcasting is welcome as an assurance that educational programs will not be crowded off the air by the pressure of commercial broadcasting. However, we would oppose restriction of ETV to UHF channels, and would urge that such action as is possible be taken to reserve and protect VHF channels at appropriate times. Failure to do so might well result in reduced availability until such time as UHF facilities are provided in all parts of the country, and until manufacturers install UHF receiving equipment in all television sets.

In the meantime, it should not be forgotten that many communities are installing community antenna systems linked to cable distribution—in which it would be highly desirable, insofar as it is in the power of a federal agency to do so, to require the reservation of at least one channel for educational broadcasting. It should be remembered, too, that

several agencies, in this country and elsewhere, have found that line-of-sight transmission in the 2500 mc band is in many ways more suitable for educational program distribution than UHF, and that satellites may offer practicable solutions in the fairly near future.

In general, we fear that too extensive a commitment to one method of distribution may make it difficult to take full advantage of technological advances to be expected in the near future, and that if legislation is drafted in terms that are too narrow and specific the possibility of controlling and exploiting new techniques may be limited.

To increase the availability of programs of good quality, a coordinating agency should be set up with the facilities and the power to ensure as wide as possible an interchange of programs between provinces and systems. This agency might well be combined with, or responsible to, a national advisory body on educational broadcasting policy. In this connection, we would once again reaffirm the importance of adequate representation of the teaching profession at the policy level.

Any such agency should have sufficient funds at its disposal to undertake research and development programs in educational television. In the light of the difficulties that certain bodies have experienced in developing satisfactory methods of cooperative financing by provincial Governments, it might be advisable to make this activity a charge upon the federal treasury.

Flexibility of local programming depends on access to facilities for production—including the services of competent professional staff. It is possible that, in many instances, the best way to obtain this will be by arrangement with private broadcasters. It should, however, be regarded as a basic responsibility and an important leadership function of the federal Government to make available, at nominal cost, whatever production facilities exist under the control of any national body, as well as to do whatever is feasible to facilitate arrangements with broadcasters in the private sector.

An important aspect of local flexibility is the need for freedom in the use and re-use of sound and video tape. It is essential that copyright law should not be an impediment to the use of tapes for educational purposes in schools and colleges, where it is often not feasible to use programs at their broadcast times without an impossible rigidity of time

tabling. It may well be that, as reliable video tape equipment becomes generally available at reasonable cost, direct broadcast will become less and less important as a means of distribution of programs to classrooms. In a country of many time zones, the advantages of liberation from exacting schedule limitations are particularly significant. It may be found feasible and desirable, for example, to set aside the hours of 1:00 a.m. to 9:00 a.m. for transmission of ETV programs intended for local recording.

Finally, it is important that tariff laws should not in any way restrict the importation, or add to the cost, of equipment necessary for schools and colleges to take full advantage of broadcast programs.

In summary, four elements appear to be essential for the effective development of educational broadcasting, and especially educational television. These are:

(a) A regulating and licensing authority with power to secure and protect the necessary channels in both VHF and UHF, and to regulate the behaviour of networks and stations in such ways as may from time to time seem necessary (for example, to pre-empt morning hours for ETV transmissions, or to protect time scheduled for educational broadcasts from pre-emption for other purposes);

(b) A central advisory body on broadcasting policy, with special responsibility in the following areas (and with the power and the financial resources necessary to discharge its responsibilities, which may include extensive study projects):

- i. policy in relation to national network programs;
- ii. coordination and exchange of information about provincial and regional activities;
- iii. cataloguing and inter-provincial exchange of program materials;
- iv. direction of research and development activities;
- v. legal and other problems—e.g. re-use rights and copyright (an area in which there is an especially urgent need for enquiry and action), import tariffs, etc.

(c) Some means of providing production facilities at minimum cost, for the use of provincial and local educational agencies;

(d) Broadcast facilities capable of providing maximum coverage, developed and maintained with due consideration to the relative merits of the various methods of distribution now available or under development, and controlled by an agency which is neither dependent on commercial support nor subject to direct political control.

4. *Specific Comments*

(a) *Control of facilities*

We are not particularly concerned whether the agency controlling broadcast facilities for ETV is a division of the CBC or an independent authority. Since an effective system will require close cooperation between provincial authorities and the agency, and since the CBC has already established cooperation, there may be some merit in placing this responsibility on the shoulders of the CBC.

If this is done, however, a separate ETV division of the CBC should be set up. It must not be in competition with other divisions; it must have sound financial support, with no commercial overtones; and it must be free, within the broad limits of the public interest as determined by Parliament, from political control or interference.

If an independent ETV agency is created, it should not be in competition with other agencies, nor should it depend on commercial support or be subject to political control.

In the latter case, until the national ETV agency is able to provide adequate transmission and production facilities, CBC facilities should, as an interim measure, be used to the fullest extent possible.

(b) *Finance*

The production of good quality ETV programs is a costly business. In many provinces the expense of supporting expanded programs, at the cost level prevailing in the broadcasting industries, will be prohibitive. If production facilities and staff, and transmitting and receiving equipment of the kind necessary to ensure coverage, cannot be made available by the national agency at a cost within the reach of the user, the Government of Canada should seek agreement with the provinces on some means of providing necessary subsidies or equalizing grants.

(c) *Jurisdiction*

We do not feel that any of the measures proposed intrude upon the constitutional responsibility of the provinces for education. We would, however, urge the importance of immediate and close cooperation between the national ETV agency and the provincial educational authorities in long-range planning of such matters as the means of transmission, the location of transmitters and the provision of production facilities.

We believe that one potentially valuable use of ETV is to continue the work of school radio as a unifying force in Canada. On these grounds, we feel that adequate provision should continue to be made for the production of programs at the national level for countrywide distribution.

5. *Conclusion*

The potential of ETV is still imperfectly understood and far from realization. There is

need for research into the nature of the medium as a classroom instrument, on a scale and at a level which requires the close involvement of federal authorities and justifies the commitment of federal funds.

Whatever administrative or technical arrangements are made, the educational purpose is and must be paramount. To ensure the maintenance of this purpose, teachers must fully participate in policy decisions.

We urge the Committee to endorse the view that the federal Government should accept and implement these principles in all the activities and arrangements that fall within its jurisdiction, and that whatever regulatory authority is set up by federal legislation be required to ensure, before delegating any of its functions, or conferring any licence to conduct operations in the area of educational broadcasting, that the acceptance of these principles is a condition of such delegation or licensing.

APPENDIX "Y"

ONTARIO TEACHERS' FEDERATION

SUBMISSION

RE EDUCATIONAL TELEVISION

TO THE

HOUSE OF COMMONS COMMITTEE

ON

BROADCASTING, FILMS AND ASSISTANCE TO THE ARTS

The Ontario Teachers' Federation wishes to bring the following points re educational television to the attention of the House of Commons Standing Committee on Broadcasting, Films and Assistance to the Arts:

Provision must be made for research at the national as well as the provincial level. E.T.V. must be conceived as an integral part of a multi media approach (including computer assisted instruction and present audio-visual materials); and research into performance specifications must be at the national level to avoid waste of money on incompatible, quick-obsolete hardware or redundant provincial research. The particular qualities of T.V. as a technology must be researched and utilized—for example, the *immediacy* of live television, its eye-on-the-world ability, can provide a new and dynamic dimension in education. At both national and provincial levels adequate research facilities must be a priority part of program planning and evaluation.

All T.V. sets offered for sale in Canada should be equipped for V.H.F. and U.H.F. If such is the case, then we have no objection to educational networks broadcasting exclusively on U.H.F. In fact, it is considered desirable to have U.H.F. networks broadcasting entirely educational content. In this way, both the home and school viewer can be reasonably assured that certain frequencies will always provide desirable content, day and night. Such is not the case when educational television shares time on any frequency with commercial television.

Whether the national authority for E.T.V. is a distinct branch of the C.B.C. or an entirely separate authority, the teachers' federations of all provinces must be adequately represented at the policy making level whether that be an advisory council or board of governors.

We recognize that a federal authority should provide physical facilities while provincial authorities must provide program content. Nevertheless, provision must be made for adequate programming at the international, national, and local levels. It must remain the decision of each provincial authority whether or not programs provided from any other source will be broadcast within its jurisdiction.

In the case of provincial programming authorities, it is essential that teachers' federations have substantial representation at the policy making and program content levels. Provision should also be made for representation from organizations active in adult and continuing education, universities, business, and educational research organizations. Provided these conditions are met satisfactorily, it would seem acceptable that provincial departments of education operate provincial E.T.V.

To insist that E.T.V. channels and networks must be entirely free of commercial sponsorship would deny the existence of and potential for a very real contribution to cultural-educational programming by business and industry. Rather, we must insist on no commercials beyond one audio mention and one visual mention (in the credits) of company name per program. It is clearly understood that the provincial authority must decide upon the acceptability and timing of such programs.

Because production costs in E.T.V. are extremely high, federal funds must be made available for this purpose to the provincial authorities on an equalization basis. A national clearing house for interchange of taped programs would reduced production costs by avoiding duplication.

Included in the physical facilities provided by the federal authority must be such equip-

ment at regional and local levels as is necessary to insure adequate utilization of broadcast materials: satellites, transmitters, tape delay facilities, video tape recorders, tape libraries, computer selection hardware, etc.

It is considered self-evident that adequate safeguards against political interference must be built into every phase of the development of E.T.V.

Availability of broadcast time to agencies interested in adult and continuing education must be guaranteed.

When the Government of Canada has detailed proposals ready, and prior to the enactment of legislation, these proposals should be circulated to interested parties including the Ontario Teachers' Federation for study and comment.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

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Translated by the General Bureau for Translation, Secretary of State.

ALISTAIR FRASER,
The Clerk of the House.

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament

1967-68

STANDING COMMITTEE

ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 18

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THURSDAY, MARCH 7, 1968

UNIVERSITY OF TORONTO

Respecting the

Subject-matter of broadcasting and televising
of Educational Programs

WITNESSES:

From the Nova Scotia Advisory Council on School Television: Dr. H. M. Nason, Deputy Minister of Education, Department of Education; Mrs. Lina Graham, Television Teacher (French), Nova Scotia School Television; and Miss Florence Wall, Nova Scotia Teachers Union Representative, Nova Scotia Teachers Union.

Dr. F. B. Rainsberry, Director of Instructional T.V., Eastern Educational Network, Cambridge, Mass.

ROGER DUHAMEL, F.R.S.C.

QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968

STANDING COMMITTEE ON BROADCASTING, FILMS
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Asselin
(*Charlevoix*),
Mr. Basford,
Mr. Béchard,
Mr. Brand,
Mr. Cantelon,
Mr. Cowan,
Mr. Fairweather,

Mr. Goyer,
Mr. Jamieson,
Mr. Johnston,
Mr. MacDonald
(*Prince*),
Mr. Munro,
Mr. Nugent,
Mr. Pelletier,

Mr. Prittie,
Mr. Prud'homme,
Mr. Régimbal,
Mr. Reid,
Mr. Richard,
Mr. Schreyer,
Mr. Sherman,
Mr. Simard—(24).

M. Slack,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

THURSDAY, March 7, 1968.

(33)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 9.55 a.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Asselin (*Charlevoix*), Béchard, Berger, Cantelon, Jamieson, Johnston, Pelletier, Prittie, Reid, Richard, Sherman, Stanbury, (12).

Member also in attendance: Mr. Nowlan.

In attendance: From the Nova Scotia Advisory Council on School Television: Dr. H. M. Nason, Deputy Minister of Education, Department of Education; Mrs. Lina Graham, Television Teacher (French), Nova Scotia School Television; Miss Florence Wall, Nova Scotia Teachers Union Representative, Nova Scotia Teachers Union.

The Committee resumed consideration of the subject-matter of broadcasting and televising of Educational Programs.

*Agreed,—*That the brief from the Province of Saskatchewan be printed as an Appendix to the Proceedings of this day. (*See Appendix Z*).

The Chairman called the delegation from the Nova Scotia Advisory Council on School Television and Dr. Nason, Deputy Minister of Education, made a statement dealing with matters relating to Educational Broadcasting in Nova Scotia; Miss Wall and Mrs. Graham made supplementary statements.

Dr. Nason, Miss Wall and Mrs. Graham were examined on various aspects of Educational Broadcasting and teaching, and supplied additional information.

*Agreed,—*That the brief of the Nova Scotia Advisory Council on School Television be printed as an Appendix to the Proceedings of this day. (*See Appendix AA*).

The examination of the witnesses being concluded, the Chairman thanked them for their assistance.

At 12.00 noon, the Committee adjourned until 3.30 p.m. this afternoon.

AFTERNOON SITTING

(34)

The Committee resumed at 3.50 p.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Béchard, Berger, Cantelon, Jamieson, Johnston, MacDonald (*Prince*), Prittie, Reid, Richard, Sherman, Stanbury, (11).

In attendance: Dr. F. B. Rainsberry, Director of Instructional T.V., Eastern Educational Network, Cambridge, Mass.

The Chairman welcomed Dr. Rainsberry and reviewed his background and experience.

Dr. Rainsberry read his brief in which he reviewed the historical development of educational television in Canada and referred to developments in this field in the United States, and other countries. He also expressed his views on Educational Broadcasting for Canada.

Dr. Rainsberry was examined on his brief and supplied additional information.

The examination of the witness being concluded, the Chairman thanked the witness for his assistance to the Committee.

At 6.05 p.m., the Committee adjourned until 9.30 a.m. on Tuesday, March 12.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Thursday, March 7, 1968.

0955

The Chairman: If the Committee will come in order I will draw to your attention the fact that you have received copies of a brief from the Province of Saskatchewan. We have had an indication that it will not be possible for a representative of that province to appear before the Committee but copies of their brief have been distributed to all members.

Is it agreed that that brief be included in the proceedings of today's meeting as an appendix?

Some hon. Members: Agreed.

The Chairman: We have with us today, first of all, a delegation from the Nova Scotia Advisory Council on School Television. Following that we will hear from Dr. F. B. Ainsberry, who is one of the pioneers of educational broadcasting in Canada. He is temporarily lost to us as he is now residing in the United States. We are looking forward to seeing him later.

I would now like to call on Dr. H. M. Nason, Deputy Minister of Education for Nova Scotia. I think he will introduce his colleagues who are with him and present their brief.

Dr. H. M. Nason (Deputy Minister of Education, Province of Nova Scotia): Mr. Chairman and gentlemen, on behalf of the Nova Scotia Advisory Council on School Television we welcome this opportunity to meet with the standing Committee on Broadcasting, Films and Assistance to the Arts and to express our views regarding educational television.

We have read with interest the statements that have been made to the Committee, as recorded in the Minutes of Proceedings and Evidence. It is therefore not my intention, sir, to plough familiar ground with the straightest of furrows.

We have taken special note of the opening statement by Mr. Pierre Juneau, and we were impressed with the manner in which he cautiously and circumspectly traced educational

television's past, and at the same time kept his eyes fixed on the future. In closing his remarks he stated there were four basic problems in relation to the development of educational television:

1. The general attitude and caution on the part of teachers in the field towards a new system for which they have neither been trained or prepared.

2. The possible conflict between the classroom and studio teachers.

3. The lack of personal contact with the students.

4. The problems that arise because ETV is done in the open and all can see and hear and criticize.

I have with me today two teachers who would like to make statements to the Committee. I am sure they will attempt a meaningful answer to Mr. Juneau's questions. These answers have been gained through hard experience, if members of the Committee or Mr. Juneau would like to question them.

I would like to introduce Miss Florence Wall, a classroom teacher and a past president of the Nova Scotia Teachers Union who has served on the executive of the Canadian Teachers Federation and is now a member of the Nova Scotia Advisory Council on School Television. She can give you the viewpoint of a progressive Nova Scotia classroom teacher who speaks from experience.

I would also like to introduce Mrs. Lina Graham, one of our television teachers who works daily in Nova Scotia. Mrs. Graham teaches French, and I can say, sir, that both the teacher and the programs are very much alive. Mrs. Graham can speak to you in French or in English. She has demonstrated how to teach by television at international and national conferences. CETO News, an international publication on ETV, gave Mrs. Graham's work in educational television considerable publicity in one of its recent issues. I am sure she will attempt an answer to some of the questions posed by Mr. Juneau.

We assume, sir, that you have read the brief submitted by the Nova Scotia Advisory Council on School Television and I do not intend to re-read it to you. I understand, sir, that even a third reading in Ottawa is dangerous!

• 1000

An hon. Member: Most dangerous.

Dr. Nason: I would, therefore, like to take the opportunity you have given us to explain more fully some of the points made in our brief. Mr. Chairman, we can speak in specifics only from our experiences because actually these are the only experiences we have ever had.

We do, however, know from reading the minutes of proceedings and evidence, that developments and plans in educational television in various other provinces are such that educators in other areas share our feelings.

We accept the idea first that the state as such cannot educate. It can, however, help to create an environment in which it is possible to secure an education. This, we believe, cannot be done by the Department of Education alone. It involves co-operation with other members of the educational partnership—teachers, pupils, school boards and broadcasters both public and private.

We believe that administratively the object of the new broadcasting legislation should be to create a national system locally based.

We believe that a good system of education should attempt not only to cater to the present interests and abilities of children, but also to their developing interests. We also think that a good system of education should not only cater to the present vocational and technical needs of the community, but should also cater to the developing technical and vocational needs of the community.

Our world has lived a century in the last ten years. During this period the world has witnessed an explosion of knowledge which gains in momentum month by month. Authorities say that the amount of information educators are being asked to transmit is doubling every ten years. Someone has estimated that in terms of words, this increase is the equivalent of some 65,000 words per minute. In many fields of knowledge, it is said that a scholar reading 24 hours a day would leave half of the current literature of his specialty completely untouched. Today there are 30,000 scientific journals.

This present vast expansion in human knowledge and know-how means that the training line between the skilled and the unskilled is rising faster than the provision of training facilities. Workers displaced by automation must be retrained. This impending task is greater than was the whole task of public education a generation ago. Expansion in human knowledge and needs means also that half the children in school today may very well enter occupations that do not even exist at the present time. Nowhere, not even in the wealthiest of municipalities, are there enough qualified teachers to do the job that must be done unless we take decisive and drastic departures from many of the prevailing traditions of school and of schooling.

We in education have watched industry use new techniques and new devices to create the productivity to provide the services that our people demand and need. In education, however, revolution has scarcely begun. Even though the air is literally saturated with communications that can be used constructively to educate teachers and children, some teacher training colleges are still turning out teachers qualified to teach in the schools of 25 years ago. Too many of the schools in which they come to teach are in too many ways the schools of 50 years ago. The changes we make sometimes are too caution-bound and are often so made that they prepare for a tomorrow which has become a yesterday before the changes are effected.

The people responsible for education today must look forward to a new and a challenging generation—one changed almost beyond recognition by the impact of technology, a new world which needs people with new attitudes to do new things in an expanding challenging competitive world.

• 1005

The basic problem in education is to meet the challenge of change without submerging the individual in the mass. It is important that we preserve our individual independence and freedom. One of the dangers of our age is the development of the mass mind. The challenge is to make effective use of the mass media and at the same time to develop the individuality, the resourcefulness and the adaptability that alone can assure success in our changing world.

In some quarters today change is welcomed. It is considered good until it has been

proved to be bad. In other quarters change must be proved to be good before it is accepted. It is looked on with suspicion. The future of Canada will depend on the ability of education to convince people that progress is change and that change is not always comfortable.

The changes people must be prepared to accept and use to good purpose are not just the obvious changes that have taken place in the last ten years. They are the changes that are hidden in the future. Education today is not a matter of preparing people for the known shape of things to come; it is a matter of developing an attitude that respects and accepts a wholly unexpected form of development. This attitude is an attitude of adventure and resourcefulness.

Some educators feel today that they must operate in a new context. Education needs individual qualities; it requires good judgment and decisive action. It involves choosing at all times between the good and the bad, but often between two courses one of which is good and the other better. To choose the wrong course is expensive, but to hesitate is fatal. It is this type of thinking that is leading some educators to pioneer in the use of educational television.

Television is now one of the most potent forces in our lives; it can, therefore, be one of the most powerful tools in educating people. In one of his Reith lectures delivered over the BBC in London, Dr. Kenneth Galbraith stated, "Not since the invention of speech itself has mankind had a medium as powerful as television to educate people." Whether or not those responsible for education accept fully the sweeping implication of his statement, they certainly ought to be able to find in the medium of television a great opportunity to discover and to use new methods to present both the old and the familiar in a more inspiring way. They should find also in television an opportunity to present the new and the challenging in ways that will enable our children to understand the complex technical world in which they now live and to be ready to relish rapid and demanding changes. There should grow a promising realization that educational television can give pleasure and instruction at the same time. It can restore the tutorial method to education. It can help parents educate themselves and keep up with their children. On the other hand, if not properly conceived and used, it can devel-

op the mass mind and discourage individual thought and resourcefulness.

What can educational television do in shaping the future of education in Canada? What educational television can and will do in Canadian education will depend on intelligent regard of its potential as a tool to be used and to be made the best of, not one to be feared or ignored. None of its possibilities can sensibly be left untried in a world where successful living will depend upon our ability to adjust to change.

• 1010

This type of thinking led the Province of Nova Scotia to pioneer in the use of educational television. We in Nova Scotia believed that if the industries of the country were to create the production to provide people with the security they need and demand, we must accept the principle that a vital function of the modern state is to provide the specialized and trained manpower which the industrial system cannot itself provide.

We accept the idea that if we are to justify the large sums that are being spent on vocational and technical education, we must make every effort to give our children an opportunity to learn the latest methods and use the latest materials in mathematics and science. We believe also that if we are to merchandise the goods we produce, we must provide our children with the opportunity to learn languages other than their native tongue. We accept the idea that the approach to modern language teaching should be an oral one with initial emphasis on understanding and speaking and with reading and writing coming later. We believe that there is an urgent need for a person in Canada today and in every country to communicate with others in their own tongue.

The enormous expansion of foreign travel among ordinary citizens for purposes of pleasure and social contact has created an unprecedented demand for language learning. We feel that if we are to show leadership in Canada today, our children or at least some of them, should have the opportunity to learn the five languages used in the United Nations; Chinese, English, Russian, Spanish and French.

The Province of Nova Scotia in the school year 1967-1968 is providing ten series of 20-minute television lessons throughout the whole school year, directed to eight grade levels; grades 3, 5, 6, 7, 8, 9, 11 and 12. These

programs are received by over 50 per cent of the total school population and are also used in two other provinces.

Because of their eminent value in our modern technological society, the subjects first selected in 1962 were mathematics and science. In the first year 4,500 students received television instruction in mathematics and science at the matriculation level. The following year French, as a live conversational language, was added as it has a cultural importance in Canada and is of international value. This year a course in social studies has been added.

The lessons are arranged in sequence to conform with the curriculum adopted by the Province. Each lesson is programmed in such a way as to enable the children to acquire the techniques which will enable them to profit from the lessons which come next. This helps to avoid duplication of effort and develops a unified sequential program.

The telecasts are received in ordinary classroom situations as well as in larger groups. The groups vary from 15 to 200 in number at each grade level. The groups are in charge of a classroom teacher or teachers who have previously prepared the pupils for the lesson and are ready with the assistance of tapes if necessary to follow up the lessons, answer the questions and make assignments in smaller groups.

The telecast lessons are an integrated part of the educational system. The programs are arranged by teacher committees in co-operation with the television teachers and the Director of Curriculum for the province. This assures that the programs are integrated with other methods and materials.

Materials are prepared by the television teachers in co-operation with the classroom teachers for both the teacher and the pupil. These materials are sent out some time before the programs are received to enable both teacher and pupil to know what is coming and to prepare for the lesson. An attempt is made to keep the system flexible and adaptable to meet changing and diverse classroom situations. The cost of the provision of the materials is borne entirely by the provincial Department of Education.

Lessons are prepared in such a way as to prompt the children to ask the classroom teacher questions when the lesson is finished. Methods of providing the follow up are

organized by the classroom teacher in co-operation with the television teacher. In cases where the teachers do not know their subject thoroughly, tapes are prepared to assist them in the preparation and follow up. Cards are sent out to each classroom teacher by the television teachers requesting information regarding the pupils, reactions to the lessons and requesting helpful suggestions. Mrs. Graham tapes her lessons on one day and then goes out and teaches the class the next day and uses her own lessons to get the pupils reaction to the lesson she teaches in television.

• 1015

During the first year of the telecasts, an objective evaluation was attempted by the Research Section of the Canadian Teachers Federation. The evaluation did not prove to be of real value. It was started too early and it attempted to measure things that could not be measured. For example, it was not realized that the shrug of the shoulder of a teacher could render the whole program useless. Continuous evaluation has taken place since 1962 which has been designed to enable the teachers to make suggestions that have refined and improved the programs.

A major difficulty in making adequate use of present possibilities of multi-media in instruction in the classroom is to evaluate properly the usefulness and value of the new media as teaching devices. The difficulty is to find reliable written reports or records on the use of multi-media in the schools. The problem seems to be that it proves difficult to isolate the many variables, such as the pupils' interests and abilities, the time available for a particular learning experience and the equipment at hand. It is most impossible to isolate the teacher, who is the biggest variable of all.

The fact that the number of students who now use the programs has grown from 4,500 to 110,000 in five years proves their value. Teachers request special programs on Saturday mornings to keep them up to date in mathematics and science and to help them to speak and use a second language.

Now, a desirable unplanned effect of the use of educational television in Nova Scotia has been the influence of the programs on adults. For example, last week we had requests from the University Women's Clubs for our lessons on French. They take off their aprons in the morning and study French dur-

ng their spare time. One of our school board members took a Grade XII course in co-ordinate geometry last year. He wrote provincial exams and made 86 per cent. Adults have taken the opportunity to use the programs to complete matriculation standards. Parents study the programs in new mathematics and science to enable them to understand the new world about them and not be too embarrassed when the youngsters come home at night and ask them to help them with their work.

We believe that the doubling in the last five years of the number of teachers who attend special in-service training programs is due in part to the programmed up-to-date television lessons which have prompted children to ask questions in class which their teachers want to be in a position to answer.

Television instruction has provided classroom teachers with something with which to compare their own teaching methods; it has provided parents with an opportunity to see how and what their children are taught.

Now, we have had excellent co-operation from the private stations in the area and this has assured complete coverage of the programs. The private stations at Sydney, N.S., and at Moncton and Saint John, N.B., and Charlottetown, P.E.I., provide six and one-half hours of air-time, Monday to Friday, as a public service. In addition, they give time on the week-ends for a special series directed to teachers and parents. Without this co-operation from the private stations, the rapid development in the use of school television throughout Nova Scotia and in the adjoining provinces would not have been possible.

In looking to tomorrow, we in Nova Scotia think that traditional methods cannot re-educate a whole generation of new teachers. We agree with many of the submissions that have been made, but in light of the recommendations that have been made to the Committee by our Council and in light of our own experiences I would like to comment, if I may impose a wee bit further of your time, on the recommendations the Nova Scotia Advisory Council has made in its brief to this Committee.

Now, first of all, we agree thoroughly that an independent television system should be developed across Canada, if you can afford it. An old gentleman told me one time that his great grandfather could have bought the City of Fredericton for a pair of boots and I said,

"Well, why did he not buy it?", and he said, "He did not have the boots". Do we know enough now to justify the expenditure of large sums on a system that could mean duplication of service? In our modern welfare state, our people are demanding complete security from all the hazards of unemployment, sickness, et cetera. Do they want today instant, free education to go with their instant breakfasts?

• 1020

We think the equipment and technical know-how of the Canadian Broadcasting Corporation is owned by the Canadian people and should be used by the people the way they want it. Sure, some of their activities are hard to take at times, but living with them, we find, can be both pleasant and challenging. Actually it is much the same as getting along with your own family. You know there are times and there are times. You know what the old lady said in mid-Atlantic; she abhorred the Atlantic but she gradually learned to accept it.

Now, the people with whom we work would, I believe, prefer to use the air time and studio time the way it is now being used. In Nova Scotia we investigated the possibility of determining what an independent station would cost us and, Mr. Chairman, we could not even afford the investigation. Our experience prompts us to say it is good policy to use what you have to secure what you have not. We do not wish to change until we see something better.

Our hope is that when all the submissions have been made and all the evidence given, you will return, Mr. Chairman, for your guiding principle to the statement made on the opening day by the Secretary of State. She said:

The first thing that must be very clear is that Federal policies in the field of communications, which is a Federal responsibility, must not be allowed to impede but, indeed, should be directed to assisting provincial authorities in discharging their constitutional responsibilities for education.

Now, just briefly in summary, our requests and recommendations. We recommend the development of an agency which would permit the reservation of a sufficient number of UHF channels for use at some future date when the time is ripe for a network of transmitters to meet the educational needs of the

province. The successful association between the Canadian Broadcasting Corporation and the educational authorities in Nova Scotia prompts the Council to recommend further that this educational network be planned, established and operated by the Canadian Broadcasting Corporation and its affiliates until such time as the new form takes shape. An alternative would be the operation by the agency of an educational network financed by the federal government. Content of programs would be determined by local educational requirements. Nova Scotia now has the experience to make full use of such a system as soon as the transmitting facilities are available. Whether or not we have the money to carry it out is a different question.

As it is more economical to plan on a regional, rather than on a provincial basis, the Council recommends that the above network be part of the whole development in educational television likely to take place in Eastern Canada in the near future. Capital and maintenance costs will be such as to make federal involvement essential.

Our experience in Nova Scotia with educational television leads us to believe that co-operation among the Atlantic Provinces in the production of lessons is a must. It would be more economical and more efficient to produce the majority of programs from one central point. When I have been asked if it would be difficult to choose that location, my answer has been that it would be about the same as moving a cemetery.

Agreement among the Atlantic Provinces on curricula at the elementary level I believe could be arranged, and I think the use of television in elementary, junior and senior grades would tend to assist those portions of the curriculum that are common to courses prescribed in the provinces.

• 1025

Now, we are further of the opinion that the educational television needs of Canada can be served best if four distinct administrative areas could be developed—the Atlantic Provinces, Quebec, Ontario and Western Canada—with the guidance and help of the Canadian Broadcasting Corporation to phase in the new development. A central authority could be useful in helping each area develop the programs suited to its own needs, in preventing duplication of effort and in providing a truly Canadian educational network.

The Nova Scotia Advisory Council has been aware for some time of the need in Canada

for a centre for the training of producers, writers, educational technologists and presenters of educational programs on television. A scheme for establishing such a centre in the Atlantic Provinces is now under active consideration and the interest and support of the Standing Committee on Broadcasting, Films and Assistance to the Arts in its development, Mr. Chairman, would be most helpful.

The Chairman: Thank you very much, Dr. Nason, for your presentation which, as one might expect from a Nova Scotian, was salty as well as sensible. Would you like your colleagues to comment briefly before questioning? Miss Wall?

Miss Florence Wall (Nova Scotia Teachers Union Representative): Mr. Chairman and Members of the Committee, may I first express my appreciation for having the opportunity to address the members of the Committee on Broadcasting, Films and Assistance to the Arts. Representing as I do the teachers of Nova Scotia, I wish to make a very brief statement in English.

[Translation]

I am sorry that I am unable to speak French. I studied the language for eleven years at the Sacred Heart Convent of Halifax but did not have the opportunity of speaking it and so I have forgotten the little I learned. It's a pity, isn't it.

[English]

Mr. Chairman, now that I have exhausted my vocabulary, may I, on behalf of the teachers of the province, proceed by making a very brief statement.

The teachers of Nova Scotia have been intimately involved with the production of educational television from its first year of operation in our province. Represented as we are on the Nova Scotia Advisory Council, the same opportunity is provided to the teachers to make recommendations to our Minister of Education with respect to educational telecasting as is provided to our colleagues, the representatives of the CBC, the Department of Education and the School Board Association. The teachers have been assigned the responsibility of recommending specific programs for any given school year. This responsibility is discharged by establishing a sub-committee composed of teachers representing the various subject areas and the grade levels

taught. A representative from the Department, the CBC and the School Board Association are invited to attend this meeting of teachers and to participate in the deliberations. The recommended programs are presented to the Advisory Council and upon approval are forwarded to the CBC. Teachers have always been consulted concerning any suggested changes in our recommendations.

Our experience has been that we are unable to accede to the many requests coming from the teachers regarding both the number of subjects being offered and the various grade levels to which these programs are directed. This is due to the viewing time restriction which of necessity has been imposed upon us.

In order to make the most valuable use of the time at our disposal, we have voluntarily set up certain guidelines and priorities. Whenever a new subject is introduced in our curriculum we attempt to assist our teachers by making televised instruction available to them. We also endeavour to televise those subjects which require materials and aids not ordinarily found in all classrooms in our province.

● 1030

I could expand a great deal further upon educational television in Nova Scotia from the teacher's viewpoint. Bearing in mind, however, the many demands on your time and knowing your interest and desire on your part to provide the best possible service within your means, may I just summarize by saying: The teachers in Nova Scotia regard educational television as a very useful aid in classroom instruction and we are most anxious to extend our present offering just as soon as possible.

Thank you, Mr. Chairman.

The Chairman: Thank you, Miss Wall. Mrs. Graham?

[Translation]

Mrs. Lina Graham (Teacher of Educational Television in Nova Scotia (French)): It is a privilege for me to have the opportunity of presenting this brief on behalf of Nova Scotia in favour of our televised programmes and, more particularly, in favour of the French programmes. Therefore, gentlemen, I should like to say this to you this morning:

Teaching of French over television began in the schools of Nova Scotia in September 1963. These past few years have been sufficient to prove the effectiveness of televised French courses and the necessity for using this method for the teaching of French throughout the province. As in several other regions of Canada, Nova Scotia is seriously handicapped in her efforts to promote the teaching of French by a lack of competent teachers in the field. Television offers a partial solution to this problem.

French is taught in the schools of Nova Scotia beginning in the seventh year and is accessible to our pupils up to Grade 12, which means that approximately 30 per cent of our school population receives French lessons. To provide for these courses, the department has three hundred and fifty-nine men and women teachers possessing more or less the necessary qualifications for the task. Generally speaking, it is correct to say that these school teachers are capable of teaching the written language through grammar and translation but that a rather limited number of them are able to teach the spoken language. In short, the pupils learn a language which they rarely succeed in speaking. As, for us, the spoken language is the basis for the study of French, a solution must be found for the teaching of this subject.

Even if we improved the teaching of French at the secondary level—and needless to say there is a pressing need for such improvement here—we would have scarcely broached the problem. The obvious solution for improving French in our English language schools is to begin teaching French at the primary level. However desirable this solution may appear, in practice it is hardly possible due precisely to the shortage of staff capable of handling the language.

It is here that the value of educational television is clearly shown as the medium lends itself particularly well to a language course. Thanks to television, pupils throughout the province who are learning French have the advantage of listening to a T.V. teacher speak the language fluently, of then practising what they have seen and heard on television and thus, through this method, learning to express themselves in French. Not only do the pupils profit from such lessons, but classroom teachers improve and increase their knowledge of French through the television courses. The Department of Education

regularly receives on special cards the observations and comments of a great many of them. Their remarks testify to the immense work accomplished by televised French lessons. An editorial recently appeared in a Halifax daily confirming the favourable comments by men and women teachers concerning the effectiveness of these courses.

Our problem is therefore to improve our programme of French and also to expand the study programme to include the teaching of French in the primary grades. Educational television may help us in Nova Scotia to draw up a more practical and wider French programme. However, present conditions are no longer adequate to the task which faces us. We require more time in the studio to record lessons and also more hours for broadcasting in our schools.

•1035

The experience of past years has pointed to the inestimable value of the co-operation of the Canadian Broadcasting Corporation in the development of educational television in Nova Scotia. The ability of their producers and technicians, and their skilful direction has made possible a series of courses highly appropriate to the pupils to whom they are aimed. It is to be hoped, therefore, that this fruitful co-operation between the Department of Education of Nova Scotia and the Canadian Broadcasting Corporation will not only continue but increase so as to permit the expansion of educational television in Nova Scotia.

Thank you, gentlemen.

[English]

The Chairman: Thank you, Mrs. Graham, Miss Wall and Dr. Nason. It is agreed that the brief submitted by the Nova Scotia Advisory Council on School Television be appended to today's proceedings?

Some hon. Members: Agreed.

The Chairman: Mr. Reid?

Mr. Reid: Mr. Chairman, I would like to refresh my memory on what Dr. Nason said. If I recall correctly, the two problems you said you were facing in promoting educational television in Nova Scotia were the lack of air time and the lack of production facilities. To deal with the first—the lack of air time—would you have any objection if, for instance, the Canadian Radio-Television Commission were to instruct the CBC to make the time

from nine o'clock in the morning until six o'clock in the evening available to the educational television authority in Nova Scotia?

Dr. Nason: Providing the demand was created for the service, we would love it. If we had time to develop the programs in such a way that the people who would be using them asked for and used them, we would favour it.

Mr. Reid: The reason I put this forward as a suggestion is that we have had a great many grandiose schemes put before us, all of which are horribly expensive and all of which seem to envisage the creation of a second CBC on a local basis, which strikes me as being a great waste of money and energy. Having spent a couple of mornings and afternoons watching CBC television I am convinced that nothing of value would be lost if we were to ask them to turn it over to the educational television authorities in the provinces.

Dr. Nason: I agree with you, Mr. Reid, and I think the people in Nova Scotia who are using the programs would also agree.

Mr. Reid: If this time were made available to you in a certain predetermined range, I imagine you could determine if you would be able to use this block of time adequately?

Dr. Nason: Would you like to answer that question, Miss Wall? Miss Wall is chairman of the teachers' committee and the committee advised the council regarding the programs the teachers want.

Mr. Reid: I might say to Miss Wall that if I could speak French as well as she I would be out running for the leadership of the Liberal Party.

•1040

Miss Wall: Thank you, sir. In answer to your question, from the teachers' point of view, nothing would be more welcome than more time made available for educational telecasting that would assist the teachers.

I would not want to recommend anything that would in any way damage the interests of others so I will answer it in this manner. If, as you say, the morning programs are of little or no value, and this is a subjective evaluation...

Mr. Reid: No, that is my opinion; the ladies of my constituency have a high opinion of them.

Miss Wall: As I do not have the time to view the morning programs to which you refer because I am working, I cannot evaluate them, but if through no damage to the interest of anyone else that time could be made available to the teachers it would be most welcome indeed. Our present situation is that teachers are asking more and more for additional subjects, additional grade levels, and we on the advisory council are in the position where we must make decisions, we must limit the requests, and anything that would enable us to provide more educational telecasting would be most welcome. I hope that answers the question.

Mr. Reid: Yes, it does. I would like to ask Dr. Nason if he has any kind of a definition of educational television. This is a very contentious matter in the Committee and we would appreciate any comments that you would have because there will have to be a definition in the new act.

Dr. Nason: On the basis of the remarks that I had read I judged that you were having difficulty and I included a section on evaluation, and I think we are now in the process of defining it. In the development of our programs we in Nova Scotia brought over members of the British Broadcasting Corporation to work with our teachers. These men were sold on the idea that educational television should only provide enrichment. Then at the same time we brought people from the United States, from Tampa, from Miami, from Philadelphia and Chicago who were sold on the idea it should be direct teaching, and we left it open to the teachers. I think that what we have developed in Nova Scotia today is a sort of a combination of the two: direct teaching and enrichment combined. In other words, if these programs are not sufficiently interesting and attractive the students will not use them. You are in competition with the programs that are produced at night and we feel that we need the technique of a CBC producer who is developing the programs that youngsters are watching at night to apply that same experience and that same technique to the daytime programs. We now employ four full time teachers and we would hope that we could employ producers and then gradually train our own, as well as our own technicians. We feel that it would be better to phase in this new development, but we do not want to lose out by providing inferior programs that would not be used.

Mr. Reid: One of the difficulties that we have run into is the competing interests which are looking for television time. I made a rather facetious comment about the worthlessness of the morning program. I would like to take that back because I would like to exclude the three children's programs that are on which are quite good. The point I want to make here is that if this proposal was feasible, better yet if it was acceptable to those who have other intentions in mind, there would have to be time made available in this block of time for children's programming and then on up to university and the enrichment and adult education courses.

In your particular case, do you see the possibility of this type of time being provided to all these groupings in such a block of time?

Dr. Nason: I would hope so. Take the upgrading programs today in manpower: we have today young people who are starting out to learn a trade and they find for the first time they need more mathematics and more science and they are requesting academic programs to upgrade their education. Before these programs started the Civil Service Commission in Nova Scotia requested one room be set aside, we put in a television set and the civil servants who did not have their grade XI and XII—and their salaries were being held up because of it—took the courses and wrote the examinations. We have a centre in the hospitals where the nurses have an opportunity to upgrade their academic qualifications. I feel there is tremendous potential in the field of upgrading adults.

• 1045

Mr. Reid: One of the problems we have had in manpower retraining is that the techniques we have been using on the adults have been the same as those we have been using on the teenagers and it just does not wash. Do you find that this distinction is necessarily carried over when television is used as the means of carrying the message?

Dr. Nason: Mrs. Graham is a television teacher and she also teaches her own lessons in the classroom, so she can give you both sides of it.

Mrs. Graham: Naturally I prepare the lessons and present them in the studio, where I do not have a class. So in order to assess my own presentation and its contents I go to a junior high school where I have a class of 39 pupils to see how the pupils are reacting and

receiving the lessons. Also, because it is not a matter of just looking at one lesson but many from September to June, I prepare examinations at the end of the year to find out how much they have learned.

Mr. Reid: With respect to these lessons you prepare for high school or junior high school students have you experimented with adults who, according to Dr. Nason, has also tuned in, participated and written examinations?

Mrs. Graham: We have many demands from adults for our guidebook, so if it is a question of demand then we could say they are well received and wanted.

Mr. Reid: But so far there has been no actual feedback from the adults who are taking these courses.

Dr. Nason: I would like to come back to your question. I think one of the main advantages of educational television is that it helps train teachers. We find in our upgrading programs for adults it is difficult to get people with the training they need to teach these people—that is, they do not start with what the people know when they first meet them and they do not use good teaching methods. I feel that television could be used to train these teachers.

Mr. Reid: Under the suggestion that I made, you would have all of Saturday morning and afternoon and perhaps you could even go until 7 o'clock if you wanted to.

Mr. Jamieson: There is football Saturday afternoon.

Mr. Reid: Mr. Jamieson points out there is football and so on.

Dr. Nason: You sit next to experience, sir.

Mr. Jamieson: There would be chaos.

Mr. Reid: Perhaps it could be Sunday morning and Saturday morning. Mr. Chairman, I will pass. Thank you, sir.

Mr. Sherman: Mr. Chairman, I think it is extremely helpful and valuable that we have with us this morning working teachers in the persons of Mrs. Graham and Miss Wall. I would like to ask either one or both of them whether in their experience TV teaching poses any kind of a problem in terms of talent. I recall from my own student days that I had professors who although possessed of certain teaching qualities that could be con-

veyed in the context of the traditional type of classroom, had difficulty communicating in other ways, and I am just wondering whether the field of ETV is sophisticated enough and whether sufficient exploratory work and investigation has been done to come to any conclusions in this respect. Are some good teachers unable to adjust so that they can cope with television and are therefore lost to this modern exercise in the profession?

• 1050

Miss Wall: Mr. Chairman, in answer to the question I would readily agree that there are some teachers who cannot adjust to the television situation as television teachers. It is for this reason that we have adopted the practice of making a selection of several teachers that we would recommend as television teachers. In our opinion these are master teachers, but we do not feel qualified to say whether or not they have the special capabilities that would make them good television actors or actresses, if I may use those words, in addition to their capabilities as teachers.

And so, from the group that we recommend we leave it to the CBC to make the final selection as a result of their auditions. In other words, the group that we recommend in our opinion are master teachers so far as conveying information in a classroom situation is concerned and if, in addition to these capabilities, they have the TV qualities you referred to, if they can communicate through the medium of TV and are selected by the CBC, we are satisfied because obviously they satisfied both the teachers organization and the CBC.

Mr. Sherman: In other words, the number of teachers that might be discouraged and frustrated by attempting to adjust to television would not represent a significant loss in terms of talent to the profession. There would not be a significant discouragement among teachers so far as the problem of adaptation and adjustment to television is concerned.

Miss Wall: Not only is the loss not significant, in my opinion there would be no loss, because those who do not qualify to be the master teachers on TV remain in the classrooms where they can do a very good job in the classroom situation. So I see no danger of loss.

Mr. Sherman: I assume educationalists do not envision the day when television will take

over entirely in the area of classroom instruction?

Miss Wall: Mr. Chairman, I am very pleased this question was asked, because we have now had five years of experience with educational telecasting and this was a great fear at the outset. "Television is going to take my job from me." This was the fear the teachers had. Now, we have gone through this. It is no longer a threat. Teachers recognize that educational television will assist them and will not take their jobs.

The current concept of educational television is that it is an aid just as the textbook, the blackboard, the audio-visual equipment in the room are aids to teaching; so also is the master teacher on TV. I am quite prepared to admit that there are some teachers who feel they can do just as good a job as the teacher on TV—and these are highly qualified teachers who can do just as good a job—but in addition to these qualified teachers there are many, many teachers throughout our province who are not as highly qualified and who need, and know they need, the assistance of that TV teacher.

One further comment I would like to make at this time concerns the opportunity the TV teacher gives to the classroom teacher to make a comparison of teaching methods. I cannot do as good a job in the classroom under the direct eye of the supervisor as I can by myself in the classroom. This is just a fact of human nature.

A charwoman scrubbing a floor, in my opinion, could not do as good a job with someone standing over her. But within the confines of the classroom walls I have a TV teacher and I can compare my teaching methods with his or hers and no one is watching me, and I have the opportunity to improve as the result of having had this chance to make the comparison.

• 1055

Now, teachers by and large in our province welcome this opportunity and I think I am quite accurate in saying that teaching methods have improved because of the opportunity to make this comparison.

Mr. Sherman: That is very helpful, Miss Wall. The reason for my question is that at least on one level I am sure that television represents the march of the machine age in the teaching profession. At least on one level to teachers it is perhaps what automation is

to the factory worker and I have had some concern whether there was any anxiety in the profession where this new technique is concerned.

Teachers federations and teachers unions, I presume, have studied and discussed the ramifications of this new technology. What you are telling me is that they have satisfied themselves that it is a good thing, that it would be an asset and an adjunct to the profession and to the professional as well as to the student.

Miss Wall: Indeed, I am saying this. The anxiety was there in the past. It may be in the future, I have no way of knowing, but at the present time it is certainly not there. It has been overcome and I have every reason to believe that it will not exist in the future. It is certainly not there now.

Mr. Sherman: Thank you, Miss Wall.

Dr. Nason, I would like to congratulate you on your stimulating presentation, sir, and all concerned on the brief submitted by you and your colleagues this morning. There are one or two points I would like to have cleared up for my own satisfaction.

I find it a little difficult to understand just where one statement that you made, if I interpreted it correctly, conforms to the recommendation contained in the brief. On pages 8 and 9 of the brief where reference is made to "Requests and recommendations" of the Nova Scotia Advisory Council, the second sentence of recommendation No. 1 reads:

The successful association between the Canadian Broadcasting Corporation and the educational authorities in Nova Scotia prompts the Council to recommend that this educational network be planned, established, and operated by the Canadian Broadcasting Corporation and its affiliates. An alternative would be the operation by the Council of an educational network financed by the federal government.

I may be reading more or less into that than was the intention, sir, but my impression from that framework of terminology is that the association would opt primarily for an educational television network operated by the CBC. If I am interpreting your remarks correctly, you said at one point this morning that in your opinion

an independent television system should be developed across Canada, if we can afford it.

I would appreciate it if you could clear up what appears to me to be a discrepancy in emphasis. I do not find it simple to square those two philosophical statements.

• 1100

Dr. Nason: Our brief was a summary of our intentions and I tried to expand them in the introduction of the brief. Our theory is simply that our experience has been that education has grown in the type of atmosphere in which it has developed in Nova Scotia; that is, an Advisory Council on which the CBC is a co-operating member.

We tried to investigate the cost to Nova Scotia if an independent station were made available to us and we were told that even the cost of the evaluation would be beyond us at that time. What we actually mean here is that we think we should continue to develop our programs with the CBC in much the same way as Mr. Reid has mentioned.

For example, we now employ the teachers, we provide the studio and they provide the equipment and the technical know-how. Then we would employ and train a producer and technicians and then gradually phase our program into an independent system when we had enough experience to know whether it would be financially worthwhile. Does that explain it?

Mr. Sherman: Yes, I think it does.

Dr. Nason: If we were told tomorrow morning that an independent station would be developed and that in the Atlantic Provinces we would have one, two, three or four, and there would be more all across Canada, because we do not know how big the pot is that has the money in it we would be afraid of losing what we have.

Mr. Sherman: Yes, that does clear it up. You are looking at the thing from an expanding stage by stage point of view.

Dr. Nason: This is right.

Mr. Sherman: Dr. Nason, I wonder if you could shed any light on the controversy between parties favouring either VHF channels or UHF channels. We have heard conflicting testimony in Committee to the effect that UHF is a much more expensive form of transmission, a much more expensive type of facility than VHF, and that it has many shortcomings from the point of view of central reception. Because of your experience with this association and this whole subject

have you had an opportunity to come to any conclusions?

Dr. Nason: No, I am afraid we have not. We did think of the possibility of instituting a study to give us some objective information but all we have now is opinions. I am in no position to give you any objective statement.

Mr. Sherman: On page 9 of your brief, paragraphs 2 and 3, you stress the economies of planning on a regional rather than on a provincial basis and subsequent sentences emphasize that in the Association's point of view it would be more economical and more efficient to produce the majority of programs from one central point. I would appreciate some further guidance and direction from you in that area too because in recent deliberations with delegations that have appeared in the past few days and weeks we have had considerable discussion on the advantages of regional production, local production and local operations as opposed to national or centralized, with legitimate arguments advanced for both sides. When you talk about regional, do you mean regional in terms of national regions such as the Atlantic Provinces, the Prairies, the Province of Ontario, and so on, or do you mean regional within a province—a part of Nova Scotia, a part of Manitoba, or a part of Alberta?

• 1105

Dr. Nason: The Advisory Council feels there should be four areas. There are four Atlantic Provinces and because they are small provinces and their resources are not great we feel that if we produce a French program in Halifax it would be a waste of money to produce another one in Prince Edward Island, another one in Newfoundland and another one in New Brunswick. I think we can co-operate in this way: that the Province of Newfoundland could produce a program, in, we will say, mathematics, that Prince Edward Island could provide a teacher to produce a program in some other field, and then we could co-operatively determine how we could make constructive use of these. Now we have developed an Advisory Council for the four provinces, Miss Wall is Chairman of the Council, and we are hoping that we can convince people that it would not make sense to try to provide duplication of services in four small provinces.

Mr. Sherman: I am aware that you have defined these four major areas which you think would be desirable from the point of

view of administration, but I was thinking more in terms of actual production and practical application within a school district or a number of contiguous school districts.

Dr. Nason: What you are telling me is that there may be one textbook adopted in one area and another textbook adopted in another area. I think Canadian education will improve in quality when it forgets about textbooks and adopts programs. The tensions that have to be resolved to hold a bridge together are the same in Newfoundland as they are in British Columbia. We find that our programs are used today in most of the schools in Prince Edward Island, in some of the schools in New Brunswick, in the State of Maine, and in the Gaspé Peninsula. Now the basic principles and the constance of the educational program can be determined and it is in these areas where I think educational television should start and can start on an economic basis.

Mr. Sherman: Would it be fair to say that you feel that an emphasis on local operations would simply tend to prolong, extend and proliferate a weakness that already exists in the national educational situation?

Dr. Nason: Right. I do not know how things are done in the Western Provinces, Ontario or Quebec, but I find in the Atlantic Provinces that in providing this type of leadership you must develop public opinion. Public opinion there is like an elephant: you can poke an elephant and he never moves, but once he decides to shake you want to look out. So my point is that we should work together as we are working with our advisory councils and our different groups. Our curriculum committees for the four provinces now meet regularly and when the need is created for help in a new science program that is adopted in all our provinces then I think they will use television.

Miss Wall is Chairman of the Advisory Committee for the Atlantic Provinces and perhaps she would like to comment.

Miss Wall: Mr. Chairman, I would like to make one brief comment on this question from a teacher's point of view. There are certain subjects in the curriculum, such as Mr. Nason mentioned, that lend themselves, with great advantage, to regional telecasting. Math is math, no matter which province you are in, science is science, but I do believe we must bear in mind that there are certain sub-

jects, such as history, which have local, provincial culture which they must transmit, and there are certainly certain subjects which could not be well done under this arrangement. But I assume we will never be in the position when the entire curriculum will be taught by educational television, and certainly we are a long way from the position of being able to take advantage of the existing subjects on the curriculum that can be used to advantage in a larger region.

Mr. Sherman: Thank you. Mr. Chairman, I just have two more questions. Dr. Nason, would it be your hope that educational television could spearhead an exercise that would lead to a greater dovetailing of educational standards and educational levels across the country.

• 1110

Dr. Nason: I do not think there is any question about it. Take, for example, a grade 12 course in co-ordinate geometry: we have students from the four provinces who come to one university or another and we find that television has had a tendency to standardize the course in co-ordinate geometry right across the province because this is a new course and actually it is the only place they can get it. It is impossible to bring 10,000 teachers from Nova Scotia and 10,000 from New Brunswick and 5,000 from Prince Edward Island and 10,000 or 12,000 from Newfoundland together every few months to keep them up to date, but it is possible through television.

Mr. Sherman: If there were too much local emphasis, too much local autonomy in terms of production and application, it would fragment this achievement which could be one of the great achievements in the field of Canadian social progress, really.

Dr. Nason: Canada is coming closer and closer together with air travel and by other means, and I think your argument is a logical one.

Mr. Sherman: It is your argument, sir, and I would like to have your professional testimony and endorsement on the record.

This is my last question, Mr. Chairman. I would like to ask Miss Wall or Mrs. Graham if either one could explain the manner in which TV lessons are integrated into the school day in a Nova Scotia school. Does the school schedule have to fit the television schedule, or is it done the other way around.

Is the television production and the application of the television lesson manipulated so that it fits into the school day at the time you want it?

Mrs. Graham: We teach the program of study so that the principal of the school can fit it into his school timetable. This takes a little bit of figuring, but usually it works out very well.

If the principal and the teachers want the telecast, then they usually are able to fit the lessons into the program of the school day.

Mr. Sherman: So they know; they are apprised of the TV series well beforehand.

Mrs. Graham: Yes, we send guidebooks to the schools so they know what the lessons are about. Of course, this is the course of study and these lessons are co-ordinated very closely.

Mr. Sherman: And as each TV lesson comes up the class is ready for that lesson. It is not one chapter ahead or one chapter behind?

Mrs. Graham: No, we consult with the teachers very frequently, and there is a preparation period for each lesson. There is also a follow-up period. So, the pupils are prepared for the lesson to come. They are also prepared for the week's lesson as well as the full year's course.

Dr. Nason: In answer to the question, we meet with groups of teachers across the province and, as a matter of fact, Miss Wall chairs the committees of teachers. The television teachers meet with groups of teachers across the province before the program is introduced; then the teachers in the province meet with their principals and they integrate this into the program before it begins. One of the difficulties of television is that in some areas they bring a program before it is integrated into the timetabling, and this causes trouble. Then they do not use it.

I think one of our major problems in Canadian education today is to develop some new forms of organization. For example, I do not see how it is possible for the industries of a young country to create the productivity necessary to pay \$12,000 for one person to teach every 30 youngsters in every classroom in Canada, at a time when the amount of information we have to transmit is doubled and the number of children is doubling at the same time.

Mr. Sherman: Thank you very much, Mr. Chairman.

The Chairman: Mr. Jamieson.

• 1115

Mr. Jamieson: Mr. Chairman, I want to welcome my friends from Nova Scotia. We have had previous associations on the matter of educational television, so nothing that has been said here this morning surprises me. I think it continues to illustrate the progressive attitude of Nova Scotia on this whole question.

Doctor Nason, it seems to me that some times in all of these discussions—and even prior to your arrival—we have overlooked the close sight of the basic point that what we are talking about is a means of delivery. That is really all that it is, in one sense of the word. We are trying to find a way to get audio-visual material into the schools.

I assume you are mainly concerned with in-school broadcasting.

I wonder if you could reiterate to what extent you are making use of television today? Is it approximately an hour a day, or what is the simplified over-all figure?

Dr. Nason: I studied the figures that were presented in your minutes and I found them interesting and relevant. Mrs. Graham, do you know the exact hours?

Mrs. Graham: It is Mondays, Wednesday and Fridays from 10.10 until 11.30 and on Tuesdays and Thursdays from 10.30 until 11.30.

Mr. Jamieson: So it averages out at approximately an hour per school day, or in the general range?

Miss Wall: And it will be an hour next year.

Dr. Nason: The province of Nova Scotia in the school year 1967-68 is providing 10 series of 20 minute television lessons throughout the whole school year which are directed to eight grade levels, Grades III, V, VI, VII, VIII, IX, XI and XII.

Mr. Jamieson: I think Miss Wall said you will be going on a standard pattern of an hour a day in 1969?

Dr. Nason: Right.

Mr. Jamieson: In a sense this may be a hypothetical question and certainly perhaps

difficult to answer, but in your opinion what would be the ideal; if you had everything you wanted? How many hours a day would you need? I am again speaking expressly of in-school broadcasting. Where do you see the limit, the point beyond which the value starts to decline very sharply?

Dr. Nason: I think this is a very important question. What you are asking is just how much educational television can be absorbed with profit in the system.

Mr. Jamieson: That is right.

Dr. Nason: I do not think we know. I do not think we will know until we have the opportunity to find out.

Mr. Jamieson: I am sure the reason I am asking is obvious; the kind of equipment provided, the technique, and so on, will depend in large measure on what the need is going to be. I guess we are into another of these chicken and eggs situations with that question.

However, for purposes of this line of questioning would it be fair to say that perhaps three or four times over what you are now resending would be ideal? Would three or four hours per day be beyond your scope in the foreseeable future?

Dr. Nason: I do not think we could answer that question. It will depend, Mr. Jamieson, entirely on the teachers and the trends in education; the changes that are taking place. The reason our programs grew rapidly was because of the need which the teachers felt in order to be brought up to date in math and science first.

We found that our students were not achieving what they had in Dominion examinations. This is why we started to teach mathematics first. By the way, the enrolment in our summer schools is now three times what it was when we began educational television. The teachers are seeking more training to enable them to answer questions. The social vitality of a community is its most powerful agent of discipline, and this restores the discipline that used to exist in a small community. As Mr. Juneau said, "It is open, everybody knows what is being said, and this is a tremendous power of discipline". Just how much this will build up, I could not tell you.

Mr. Jamieson: You see, my reason for asking is that we have been talking about,—and

Mr. Reid was asking about this—the possibility of utilizing existing facilities. If we are merely speaking of three or four hours a day, the system might be able to accommodate it. If we are going to go well beyond that—and I am leaving enrichments out entirely—then, of course, none of the existing systems would be able to do that.

Let me ask another related question. Is there any repetition of your programs now? For example, if a school or a class were to miss a program, is there some opportunity for them to get it a second time?

Dr. Nason: Yes, we have repeated the advanced math and the advanced science programs. The teachers advise us what they want to review. They have asked us to repeat programs and we have. The number of repetitions depends upon the requests from the teachers.

• 1120

I was watching a class of 400 pupils in Miami one time, they were being taught by television and there was not a ripple—there was not a sound—and I said to this young lad, "Why do you pay such strict attention to that?" He said, "Mister, that is just going by once, I have to get it".

Mr. Jamieson: But at present, you do have a system where certain programs are repeated?

Dr. Nason: This is right.

Mr. Jamieson: If there was to be a speedup in this repetition process and if you were to add other topics or subjects to the television curriculum—I suppose that is the way to describe it—the odds are that you could probably make use of facilities during the entire school day?

Dr. Nason: Yes, I would say we could. In addition to math, science, French and social studies, the teachers are requesting a mixture of English, art and music. In my opinion we should provide opportunities for our youngsters to learn Spanish, because we have business contacts with the Caribbean. I think it would be to our advantage in more ways than one if we were to provide some opportunity for our boys and girls in Nova Scotia to learn to speak Spanish.

Mr. Jamieson: If you could get the price of fish up by that technique, I would be delighted.

Dr. Nason: You will never get it up until you try it.

Mr. Jamieson: You mentioned in-the-field training for teachers, or something of that sort. Given a more or less ideal set of circumstances, how extensive do you think this could be? I think reference was made to the fact that the teachers are now enthusiastic about this training. If, for instance, there was an hour a day in the evening, for instance, which was devoted to a report to teachers—information about courses, and so on,—would a majority or a fairly substantial number of them take advantage of it?

Dr. Nason: We tried this out, Mr. Jamieson. At the request of the teachers, we provided a program to bring them up to date on the new mathematics, and we purposely blanked out one area of the province. We had petitions which were miles long from the teachers saying, "We demand this service". This was one indication to us that the teachers not only wanted but needed the programs.

Mr. Jamieson: I am sure from my earlier discussions with you, and so on, that you are faced with the problem that is common to the Atlantic Provinces, where the adult population is not so much in need of adult education—which has now become the accepted definition—but in the very basic sense of school classes, and so on. Have you done anything in this field, Dr. Nason?

Dr. Nason: Yes, we have a very strong Department of Adult Education and they also have members on the Advisory Council.

Mr. Jamieson: This is not what we would normally call extension, and so on?

Dr. Nason: Not extension, no, but in our Department of Adult Education these programs are made available to adults and this same Department familiarizes all the adults in the community with the possibilities. I do not know the exact number of adults who are upgrading their education by using television, but I would say it is a substantial number.

Mr. Jamieson: The conclusion I suspect I am justified in drawing is that given one or more educational channels, the demand for this very formal type of education is such that you could employ it pretty much all the time. That is, if you put together the need for a very increased amount of in-school instruction and the fundamentals of adult education,

as well as teacher training in the field, you have a pretty good day's run?

Dr. Nason: My opinion is that if we are ever to reach that state it must be done gradually. It cannot be done all at once; think it would defeat the purpose. I think it will have to be built into the system and the demand will have to be created, so that when the programs are provided they will be used. I do not think it can be done in any other way.

Mr. Jamieson: In other words, you feel that if we were suddenly to put a transmitter on the air today that a rather chaotic condition would result because we would not be ready to move into and utilize it to the maximum?

Dr. Nason: What do you think?

• 1125

Mr. Jamieson: I agree with you.

Dr. Nason: Yes, I agree with you, too.

Mr. Reid: We all agree.

Mr. Jamieson: This is also the result of extensive prior consultation on a number of other occasions. I also wanted to ask you about your relationship with the CBC, and I appreciate and commend the CBC for what they have done in the Atlantic Provinces; I know that it has been very good. However, I want to ask if you think this kind of relationship would stand up if you got much beyond the one hour a day type of thing. We have a situation where the CBC is oriented toward popular programming for non-school broadcasting, and this is an adjunct to what they are doing. It seems to me the only way that we could achieve what you recommend would be by setting up a CBC section which would be educational television. Do you think the emphasis would then perhaps change? In other words, would a philosophy develop within that section of the CBC if they were producing five, six, seven or eight hours a day which in some instances might turn out to be in rather substantial conflict, with the educational authority?

Dr. Nason: Educational television programs and the way the programs are produced in the Province of Nova Scotia, are not determined by the Department or by the CBC; they are determined by the Advisory Council. On the Advisory Council we have representatives of the school boards, teachers, adult education, the Department and the CBC,

which is only a part of it. I do not think you were here when I made my opening remarks. I said it was not always easy to get along with the CBC, but that it was very much the same as living with your own family. At times you may have a little bit of trouble that involves personalities, but as the old lady in mid-Atlantic off Newfoundland once said, she shored the Atlantic but she gradually learned to accept it.

Mr. Jamieson: My point is that within the CBC in its present functions, and so on, I see a kind of intellectual incest taking place. I wonder if there were a very substantial increase in the number of people in the CBC who were really only concerned with education, would a philosophy develop that might be in very sharp conflict—they would be in a much better position to impose that point of view—than would be the case if they were merely to produce one or two hours a day?

Dr. Nason: Again my answer would be that I do not think educational television should be left to any one authority. I do not think the decisions on the type of programs should be made by the CBC, but rather by the people who are using it in the area. The value of educational television is the use to which it is put by the people who can make the best use of it, and the people who can make the best use of it are the teachers and the people.

Mr. Jamieson: Am I right in assuming that our present attachment to the CBC is not wholly or even partially on philosophical grounds? It is a purely pragmatic approach; they have the tools and can help us finish the job.

Dr. Nason: Our association with the CBC is simply this: they have the equipment, which we feel the Canadian people own; they have the techniques, and they are good techniques; they have the producers, and their programs are recognized internationally. We say, "Where could we get this service? We could not get it any other place, and why should we duplicate service when it is there anyway?" Let us start with what we have and gradually secure what we do not have. As I said before, we would like to have our producers trained by these experienced men, and we can make constructive use of their intellectual idiosyncrasies—use the part that is useful and discard the part that is not useful. Diversity is good for the development of character.

Mr. Jamieson: Dr. Nason, part of the western coast of Newfoundland is served by Nova Scotian television. Every morning the television is blacked out because your educational programs do not go into western Newfoundland and the people get no television at all—not even the school broadcasts. How far along are you on this effort to get a uniformity and an understanding amongst the four provinces with regard to curriculum and courses of study?

Dr. Nason: They are using our programs in the majority of the schools in Prince Edward Island and in New Brunswick as well. We have had some requests from Newfoundland, where I think they are getting some of our programs. We send this material to them and we do not charge them for it. I think the provinces are showing more and more interest in working together.

• 1130

Mr. Jamieson: I have one or two final questions with regard to geography and distribution in Nova Scotia.

I assume the Halifax-Dartmouth area is the largest concentration. When you take a transmitter, for instance, located somewhere in that region, what does it cover in terms of the total population of Nova Scotia?

Dr. Nason: I would say about one-quarter.

Mr. Jamieson: I see. If we were thinking about other than existing transmitters, you would need what, four or five in Nova Scotia?

Dr. Nason: I have listed them in our brief, but—

Mr. Jamieson: Just approximately.

Dr. Nason: —we really do not know. This is something we cannot find out. As I said in my brief, we do not have the money to get the objective information.

Mr. Jamieson: Have you looked at the possibility of other techniques within the built-up areas, that is, the 2500 megacycle band, and so on?

Dr. Nason: There is another technique that I have not mentioned here with which we are starting to experiment, and that is radio-vision. Radio-vision does not cost the money that television costs. Radio-vision is simply this. For example, Mrs. Graham's television programs are put on tape for radio, and we

would like to experiment and develop slides that would go out with the program material. The teacher could then turn on the radio and have the slides to go with it.

Mr. Jamieson: Or have a tape right in the classroom.

Dr. Nason: And have a tape. This is much cheaper than television, and I think it has tremendous possibilities for Canadian education.

Mr. Jamieson: Have you experimented with VERB at all—Visual Electronic Remote Blackboard method?

Dr. Nason: We have looked at it. We are planning an international conference in September on the use of multi media in the schools, and this will be paralleled with an Atlantic educational show place. Our theory is that it is useless to show teachers and educators all the new material unless we also show them how it can be operated in the schools. So what we want to do is to combine the two.

Mr. Jamieson: One final question. Are any of your universities—and you have more of them per capita in Nova Scotia than any other province...

Dr. Nason: In the world.

Mr. Jamieson: In the world. Are any of them now equipped with any form of audio-visual studios or closed circuit television?

Dr. Nason: Dalhousie's new medical building is fully equipped. When the Nova Scotia Advisory Council was first formed, we felt that we had enough diverse situations to assimilate at one time and we did not include the universities; but the universities have come to us now and said they want to be a part of the Nova Scotia Advisory Council. I think you will see a development there very soon.

Mr. Jamieson: This would mean that in existing facilities in, say Halifax, you would have CBC, you would have the private station, and you might be able to produce some programs within at least Dalhousie.

Dr. Nason: There is no question about it. Figure the possibilities today of providing the first two years in university with programs by television. Now we are finding it very difficult to finance our university programs.

According to the Bladen Commission, only per cent of our students are going on to university. If our population is normal, probably 20 per cent of our people could profit from university courses. If we are finding it difficult to finance 9 per cent, it will be very difficult to finance 20 per cent unless, as I said here, we use entirely different methods.

Mr. Jamieson: This again brings me around to that question I asked earlier, that you can really employ a channel virtually full time if you extend it into university-type courses and that type of thing.

Dr. Nason: Providing it is developed gradually with a sound foundation and built as we go along. This is why we are recommending here that the development we would like to see in Canada is that we use the facilities that are now available to us, and some that should be made available to us, according to Mr. Reid's suggestion, and then we gradually phase ourselves into this development through practice. There are two ways to control the thing; one is by persuasion and the other is by force. We favour persuasion and gradual development rather than to force immediately a system that we do not know how will work.

Mr. Jamieson: The final conclusion I think I am safe in drawing from your belief is that in terms of production hardware, as opposed to the means of delivery, we have enough in the Atlantic provinces.

Dr. Nason: Right.

Mr. Jamieson: We do not need the federal government to put up more bricks and mortar in terms of production facilities.

• 1135

Dr. Nason: I would not say that. I would not say that. We may need more. It will depend on how we develop our programs.

Mr. Jamieson: What I was thinking was in line with your view of regional production rather than diversifying it all over the place and that the existing studios set up for that kind of thing are fairly adequate for what we are going to need.

Dr. Nason: If we combine and co-ordinate yes. But if we stay separate, then we will have to have a lot of money. That is exactly my point. I do not know anything about the finances of Canada...

Mr. Jamieson: Neither do we.

Mr. Reid: They are not very good.

Dr. Nason: That is what I read in the papers. But anyway, I do feel that surely we cannot afford duplication of service, and I think that if we sit down and work together we can avoid it.

Mr. Jamieson: In other words, if the four Atlantic Provinces sat down jointly and said: All right, Newfoundland is going to produce X, we are going to produce Y" and so on, with the existing facilities, whether they be private, public or university, we could handle it.

Dr. Nason: There would not be one student in the four provinces or one adult who could not make constructive use of the programs we want.

Mr. Jamieson: Let us get started.

Dr. Nason: All right. I am with you.

Mr. Jamieson: Thank you very much.

[Translation]

The Chairman: I now give the floor to Mr. Béchard.

Mr. Béchard: It is quite refreshing to hear him speak such fluent French, knowing that he is from Nova Scotia. I would like to congratulate Mrs. Graham for her excellent French. Are you French Canadian, madam?

Mrs. Graham: Yes.

Mr. Béchard: Mrs. Graham, could you tell us what the French Canadian school population of Nova Scotia is?

Mrs. Graham: French Canadian, but they are Acadians.

Mr. Béchard: Yes, Acadians, but they are nevertheless French Canadians. We will say Acadians.

Mrs. Graham: I could not say exactly because they are rather dispersed. There are Acadians in Yarmouth County, and some in Cape Breton Island also. There are some here, there and everywhere. I could not tell you exactly what the Acadian population is.

Mr. Béchard: I will not ask for the exact figure. Could you give us an approximate idea?

[English]

Mrs. Graham: He is asking for the population of French-speaking students in Nova Scotia.

Dr. Nason: We have one, two, three areas almost entirely French-speaking. We have four, tell him, four major high schools completely French, and our new Minister of Education is French.

[Translation]

Mrs. Graham: Mr. Alphonse Comeau, the inspector for Claire district in Yarmouth County could give you the information. Unfortunately, I do not have the statistics on hand.

Mr. Béchard: I am not asking for the actual statistics.

Mrs. Graham: You want to know the percentage?

Mr. Béchard: Yes. You pointed out the lack of competent French teachers for giving courses in French, in spoken French, that is.

Mrs. Graham: Yes. There are not enough to teach French as a second language.

Mr. Béchard: Yes. But are efforts now being made to obtain the competent teachers needed either from outside or from within the province?

Mrs. Graham: Yes. Let us speak of summer courses first of all. These courses are given for 6 weeks and during those 6 weeks, courses in conversational French, French literature and French grammar are given to teachers who want to specialize and increase their knowledge of French.

Mr. Béchard: Are these courses actually given in Nova Scotia?

Mrs. Graham: They are given in Halifax. The teachers come from all around. There is also the teachers' college in Truro where French courses are given to train teachers who will teach a second language.

Mr. Béchard: How long do your French broadcasts last?

Mrs. Graham: Are you speaking of mine?

Mr. Béchard: In French, yes, during the week.

Mrs. Graham: You mean on television?

Mr. Béchard: Yes.

Mrs. Graham: I have one course per day, and then there is a repetition of a ninth grade course. There are six programs per week.

Mr. Béchard: Are these half-hour broadcasts?

Mrs. Graham: No, they are twenty minute broadcasts.

Mr. Béchard: I am in agreement with Dr. Nason and Miss Wall that history or mathematics are the same in Prince Edward Island, Newfoundland or in Quebec. Dr. Nason mentioned the Gaspé peninsula which is very dear to my heart since I come from there. Is it possible that programs given in Halifax, Nova Scotia, would suit 10th and 11th grade students in Gaspé? Even if 10th grade is 10th Grade, Quebec and the maritimes may not have the same curriculum.

• 1140

Mrs. Graham: Certainly. As you said, the 10th grade courses would suit the students of the Gaspé peninsula just as they suit those of the Atlantic provinces. The question of curriculum arises of course.

Mr. Béchard: That is right.

Mrs. Graham: Then we have to come to the question of curriculum.

Mr. Béchard: Co-operation would definitely be necessary in this and I am of the opinion that it would be the same throughout Canada. Thank you.

[English]

Miss Wall: Mr. Chairman, may I make a comment at this moment? I hope that we do not leave the room this morning with the idea that educational television will bring a uniform curriculum throughout Canada. I would like to re-emphasize that there are many subjects that are common to all provinces, but at the same time I must make the point that there are other subjects which, because of local flavour, a provincial flavour, must be confined to the province in which the subject is being taught. We are still a long way from being in the position of being able to share those subjects which can be shared by all.

Mr. Jamieson: What is the biggest divergence? In what subjects do you find there is the widest difference, one province from another?

Miss Wall: I would say in the area of social studies. Certainly in mathematics and science; and oral French...

An hon. Member: That was a dirty word!

Miss Wall: Dr. Nason suggests politics; religion. Seriously, Mr. Jamieson, I would say we have the widest divergence in the area of social studies.

Mr. Jamieson: You mentioned one word there, if I may interrupt with a question. Have you tried to do any religious instruction on television? Is this any part of your plan?

Miss Wall: No; we have neither had any experience in that area nor have we any intention of entering that area.

Dr. Nason: I move that we adjourn!

Mr. Jamieson: This is a somewhat related question. I would assume you have—whatever their title may be—separate schools in Nova Scotia?

Dr. Nason: No, not in Nova Scotia.

Mr. Jamieson: Not at all?

Dr. Nason: No; no separate schools.

Mr. Jamieson: I do not know what you call them, but I would assume that the Roman Catholic schools...

Dr. Nason: We have a gentlemen's agreement that works very well, based on personal relations, not legislative requirements.

Mr. Jamieson: Therefore you do not have any problem about courses of study on television. They are used in schools, however they may be described?

Dr. Nason: I would say that the sisters in the private schools make very great use of our programs in Nova Scotia. I will also say that even if the advisory council were to recommend it I doubt very much that there would be time to teach it in the schools right now.

Mr. Prittie: Mr. Chairman, on the question of uniformity of curriculum, it always strikes me as odd that nine of the provinces of Canada and all of the states of the United States seem to manage with 4 years of preparation for university but that Ontario requires five. This is one very great difference, it seems to me. Perhaps everybody else is out of step; I do not know. It rather disturbs me.

Mr. Reid: The Ontario Government has a lower estimate of the students' intelligence than have the other provinces.

Mr. Prittie: Everybody is out of step but Ontario.

Dr. Nason: They also get a million dollars.

Mr. Prittie: Did you or did you not, say whose studios you use for the production of programs? Do you own the studios or are you using those of the CBC and the private-network?

Dr. Nason: The deal we have with the CBC is that we provide the studio—that is, the building—and they provide the equipment and the technicians. We worked this out with Dr. Rainsberry years ago. They provide the producers. We provide the teachers, the supervision and also the money to use the films.

• 1145

By the way, that is another area in which I think we can save a lot of money in Canada. I feel that the films that the National Film Board now has could be used more constructively if we were in closer contact with them when we develop our programs. These films cost us a great deal of money. Why should we duplicate expenditure for films when they are sitting up here in Ottawa?

Mr. Jamieson: I agree.

Dr. Nason: Does that make sense?

The Chairman: Why are you not in closer touch with them at that stage?

Dr. Nason: I had lunch with them the day before yesterday. I think we will be.

Mr. Prittie: Is it your point that if some federal agency were to provide you with transmission facilities and you were required to provide studios, production staff and cameras, and so on, you really could not afford to do very much more than you are now doing?

Dr. Nason: I do not think we could do what we are now doing if we had to provide the whole thing.

Mr. Prittie: Mr. Chairman, there seem to be great differences in this in various parts of Canada. The people in Calgary and Edmonton are apparently ready—and, of course, it may be that oil makes the difference; I do not know—but...

Dr. Nason: I can assure you, sir, that it makes quite a difference.

Mr. Prittie: The complaint we get from Alberta and from Ontario is "why do we not get busy?" They are ready to do something, including the setting up of production facilities. You have a different view because of the financial situation in your province?

Dr. Nason: Yes; and that is how we have always developed things in Nova Scotia. We sort of creep up on them.

Mr. Prittie: You talk about repeating programs at the request of teachers. Are these on-air repetitions, or are films or videotapes sent out to the schools?

Dr. Nason: No; they are live programs which are videotaped. As I said in my opening remarks, our programs are arranged in sequence and are developed in co-operation with classroom features.

We did a survey seven years ago. We took a grade 11 matriculation examination and made a list of the techniques that a youngster would have to acquire to sit this examination. We found that there was duplication, and that we were losing probably a year's instruction by duplication. These lessons are arranged in sequence and are built into the regular program of the teachers.

They are re-taped. For example, in co-ordinate geometry some teachers find that the students cannot grasp it as quickly as they would like them to, and they want it repeated on Friday. As a matter of fact, they have left Friday open for this. They ask that the lesson be videotaped and be shown on Friday. Do I make it clear?

Mr. Prittie: Yes; but you do not have recording devices in the schools to tape programs when initially broadcast?

Dr. Nason: We are getting some now, but it is an expensive process. However, I predict, that that will be a future development.

Mr. Jamieson: If Mr. Prittie will permit me to ask a very quick question, have you calculated the cost of a tape recorder of an acceptable standard at today's prices?

Dr. Nason: This is one of our problems. We have been arguing for eight years that we should have a centre in the Atlantic Provinces where we could test all these things and experiment with them. We are hoping to develop this type of research area.

Mr. Prittie: So you are still dependent on on-air broadcasting for everything.

I have just one other point, Mr. Chairman. Mention has been made of how air time is used during the day. I had a look at the CBC times for the Eastern region and I watched CBOT in Ottawa. I find that most of the time between 9 a.m. and 12.00 noon is taken up with children's broadcasting, part of it for Quebec English-language school broadcasting and part for Ontario; and there are programs such as "Chez Hélène" designed for out-of-school children. It appears that Nova Scotia could only get more air time if there was an arrangement whereby all of the time between 9 a.m. and 3.30 p.m. were devoted to school broadcasting, and I suppose Dr. Nason is well aware of the difficulties involved in that. It would involve not just the CBC station, but its affiliates and everything else.

Dr. Nason: We have been extremely fortunate in that the private stations have been most co-operative and have contributed a very great deal to our programs. Mind you, I think it has paid them, because when the son of an advertiser finds that he is not getting the up-to-date course in mathematics...

• 1150

Mr. Reid: May I ask a supplementary, Mr. Chairman? I raised this point earlier. The federal legislation now proposes that the federal government provide the transmitting facilities. Under that formula it appears that the province would be obliged to pay the operating cost. If, as a condition of licensing, we forced the private stations and the CBC to give you first choice of any time slot between 9 o'clock in the morning and 6 o'clock in the evening that would mean that you would, in effect, be paying the operating costs anyhow.

Dr. Nason: That is right; which is what we are doing now.

Mr. Reid: And this would be an agreeable substitute?

Dr. Nason: It would give us time to train our people.

Mr. Reid: And then if there was a need for a separate transmitting operation we could move into it.

Dr. Nason: Develop where the need is.

Mr. Reid: We have always operated on the premise that the airways are public property. I see no reason...

Mr. Jamieson: I think that in this line of questioning we are underestimating the actual public interest in daytime television as it is and I do not mean just the escapist type of entertainment. I just cannot see its working until 6 o'clock at night.

Mr. Reid: Well, it could be 3.30 or 4 o'clock.

Dr. Nason: Three hours a day.

Mr. Prittie: The conclusion I draw from this then is that until you get separate transmission facilities you are not going to get a great deal more air time.

Dr. Nason: Well, last year they told us they did not think they could give us more time and we asked for another 20 minutes and we got it. We are going to ask for another 20 minutes this year and we think we may get it.

Mr. Prittie: That will make a total of how much air time for you in a day?

Dr. Nason: About one hour a day.

Mr. Prittie: Well, that is still a rather limited use of television for educational purposes, it seems to me.

Dr. Nason: Of course, when you build this into your system, a system can absorb only so much. It can absorb only so much educational television. In a hospital the doctors can use expensive equipment but there are other elements in education that must be associated with the patient's ability to revive.

Mr. Prittie: This does not allow anything, then, for evening broadcasts.

Dr. Nason: I am sorry; we have one hour and a half a day next year.

Mr. Prittie: This does not allow any time for programs designed for adults, such as Mr. Jamieson mentioned, whether for advanced adult education or rather basic education.

Dr. Nason: We have one problem; the adults who want the upgrading programs find it difficult to get them at the time they are produced. They would like to have them in the evening but this is the place where...

Mr. Jamieson: With existing problems it is almost impossible to do this.

Dr. Nason: Yes, this is where it is impossible.

Mr. Prittie: I have one final point, Mr. Chairman. Some provinces apparently are ready to undertake all the costs of educational television except the actual transmission. Other provinces are not and I think something the Committee will have to think about is whether some type of equalizing formula should not be worked out.

Dr. Nason: Does anyone know what the costs will be?

Mr. Prittie: Well, yes some of them have worked it out. The Calgary group, I think, gave us a proposed budget for a studio, staff and equipment, and so on. If you have not seen it, I suggest you look at the brochure put up by CARET, the Calgary group.

Mr. Reid: May I make a proposal? We have really three groups of provinces before us. We have those provinces that are rich enough and who want to go into it all at once, like Alberta, Ontario and Quebec. We have another number of provinces...

The Chairman: How do you know about Quebec?

Mr. Reid: Well, all right. I will put them...

The Chairman: They have not taken us into their confidence.

Mr. Reid: All right. However, let us say that from the noises emanating from Quebec City we can gather they are rather keen about this. Then there is another series of provinces like Saskatchewan, Manitoba, Nova Scotia and New Brunswick that wishes to continue under somewhat the same scheme and co-operate closely with the CBC, and then there is a final group that evidently has not done very much about it, British Columbia and Newfoundland and, I think, to a lesser extent Prince Edward Island...

Dr. Nason: Prince Edward Island are using all the programs this year.

• 1155

Mr. Reid: Then I put them in with your group. But basically there are three groups of provinces to deal with and we have to come up with one policy that is going to apply more or less equally to all. What would be your opinion of a proposal whereby we permit those provinces that want to go into it by themselves to build their own transmitters and provide their own hardware and be licensed by the Canadian Radio Television

Commission; that we also provide substantial subsidies to the CBC to allow them to participate with those provinces that want to come in, and if those provinces do not want to come in they do not have to?

This would provide two levels of operation for the provinces; they could go on their own or they could co-operate and use the national facilities of the CBC. In your opinion would this deal with the three groups adequately and in an equal way so that we can provide some equalization of opportunity across the country?

Dr. Nason: I think it would help them to develop, but I do not think you can assume that it is an amount of money that will develop educational television.

Mr. Reid: It is production staff?

Dr. Nason: I have witnessed the development of programs in the United States that cost \$20,000 and I have watched them develop in England that cost \$5,000. Now, the programs that cost \$5,000 require the producers to use their heads, and I do not think money can be the criterion. I think if this is permissive probably it would help to solve the situation.

Mr. Reid: It is easier to spend money than to think.

Dr. Nason: And I do not mind telling you, sir, that as Deputy Minister of Education I am used to entertaining this type of suggestion.

Mr. Jamieson: I have maintained, and you might be prepared to agree, that what educational television needs in Canada is 10 cents worth of money and 90 cents worth of ingenuity.

Dr. Nason: That is right.

Mr. Jamieson: That is about the size of it.

Dr. Nason: Yes; that is about the size of it.

The Chairman: Are there any further questions for our witnesses? Dr. Nason, we heard from the Deputy Minister of Education of Prince Edward Island that you were going to be submitting a brief on behalf of that province as well as your own. I assume, although you have not said so, that they agree with your presentation.

Thank you very much, Dr. Nason, Miss Wall and Mrs. Graham. I think it has been particularly helpful to us to have teachers

who are directly involved with the problems of educational broadcasting. I do not believe we have had quite as intimate a commentary from other provincial representatives as you have been able to give us today. Thank you very much for coming. I am sure we all have found it most useful.

Dr. Nason: Mr. Chairman, I should like to thank you and the Committee for the questions that have been asked. I think they were good questions and I think you could have asked us many more embarrassing ones.

The Chairman: Thank you, Dr. Nason. We will adjourn now until 3:30 this afternoon at which time we will receive a presentation from Dr. F. B. Rainsberry. Members of the Committee who are present now will have received a copy of Dr. Rainsberry's presentation. Please be sure to bring it back with you as the number of copies is limited.

AFTERNOON SITTING

• 1550

The Chairman: Gentlemen, this afternoon we welcome to the Committee Dr. F. B. Rainsberry, now of Cambridge, Massachusetts. Dr. Rainsberry holds a B.A. and an M.A. from the University of Toronto, a Doctor of Philosophy in English Literature from Michigan State University and he is also a graduate of the Ontario College of Education. He has taught in high school and university and from 1954 to 1965 he was with the Canadian Broadcasting Corporation as Supervising Producer of Children's Programs in television, as National Supervisor of Children's Programs in radio and television, later as National Supervisor of School Broadcasts, radio and television, and National Supervisor of School Broadcasts and Youth Programming. From 1960 to 1965 he was Executive Director of the National Advisory Council on School Broadcasting. In 1965 and 1966 he served as Director of Educational Television for the State of Israel, and after returning to Canada he accepted the position of Director of Instructional Television for the Eastern Educational Network in Boston. You can see that Dr. Rainsberry is very well qualified to be called before this Committee. We are very grateful that he responded to our call and that the Eastern Educational Network was kind enough to allow him to take the time to be with us today.

Dr. Rainsberry, your prepared statement has been distributed to the members. You may wish to summarize it for the members and I am sure they will have questions for you.

Dr. F. B. Rainsberry (Director of Instructional Television Eastern Educational Network, Cambridge, Massachusetts): Thank you, Mr. Chairman. It is a pleasure for me to be here today, and I hope that any answers to questions I may be able to give or any comments which I may make will be helpful to you in making the important decisions which you will be called upon to make before too long.

My capacity is as Director of Instructional Television for the Eastern Educational Network and I suppose it would be useful for you to know exactly what that entails. This network ranges from Washington north to Maine and across the two northeastern states of Pennsylvania and New York—21 educational stations in all—and I am responsible for directing policy and development, in cooperation with those member stations, for the school programming which is carried on.

As I sit here today with you to discuss the controversial problem of authority over instruction in the schools of Canada, I presume you are also aware, of course, that the same difficulties prevail in the United States in a so-called federal system. When one has a situation such as we have in Canada where broadcasting is under a federal jurisdiction and education under a provincial jurisdiction, the problems which arise are inevitable. I think you will find it interesting to observe that they have been with us as long as there has been a federal broadcasting agency, and that the problems you were discussing plagued radio as well. If you have not already looked at it, I am sure it would be instructive to study Mr. R. S. Lambert's history of school broadcasting in Canada, which was written at the time of his retirement from the CBC and at the time of my succession to his post. I do not know of a better record of what actually happened with radio school broadcasting in Canada, and certainly he presents the issues with honesty and integrity:

In May 1938, Major Gladstone Murray, the first General Manager of the C.B.C., commissioned Dr. E. A. Corbett, Director of the Canada Association for Adult Education to make a nation-wide report on school broadcasting in Canada. This

report, besides surveying developments in Nova Scotia, British Columbia, and other provinces, discussed the question whether at that time "a national direction of school programs" was desirable. Dr. Corbett thought it would be unwise for two reasons: first, it might arouse suspicions that the C.B.C. intended to "take over" school broadcasting; and second, it would encourage those provincial authorities who were not interested in school broadcasting to regard the whole matter as a recognized federal responsibility and, therefore, to evade their responsibilities in the matter.

(R. S. Lambert, *School Broadcasting in Canada*. Toronto, 1963, p. 118.)

There was sufficient evidence in the educational community that leadership in educational broadcasting was required, and steps were taken to appoint regional supervisors to act as liaison officers between broadcasting and education on the one hand, and by 1943 the so-called National Advisory Council on School Broadcasting was created. It was created by the CBC at the request of the Canada-Newfoundland Education Association to act at the top level in matters of policy. A supervisor of School Broadcasts, in this case in the person of a Mr. Lambert, was appointed, and then for over 20 years this Council met annually to decide on matters of policy concerning the use of the CBC's facilities for education on the one hand, and to agree upon certain broadcasts which in those days were called "national school broadcasts" for use among all the provinces of Canada. These national school broadcasts were scheduled every Friday throughout the school year, and the other four half-hours a week were for radio in the provinces. These four programs still continue to be produced largely to meet the services of the provinces, and the national school broadcasts on radio still continue.

In 1960, after several years of experimental work in television, a regular service of two half-hours a week was scheduled on Tuesdays and Thursdays, a pattern which continues to the present time.

• 1555

It is interesting to note that the same situation arose with respect to television as it did in radio. There had to be a leader—someone had to show the way—and as the CBC had done in radio so they did in television. The feeling was that with a sufficient number of

programs being presented the provinces might take the initiative and find the values in giving their own leadership.

Throughout this period another problem was always with those concerned with educational broadcasting; that in spite of the leadership which was given the planning of radio programs was never a central part of the endeavour of the curriculum planners of the departments of education. Although radio receivers have become standard equipment for schools, most of these receivers are old or inadequate and the reception is often of poor quality. In spite of remarkable achievements in provincial co-operation throughout these years and in the quality of productions supported by a long list of awards which have been granted, Mr. Lambert in his book recorded—I would say regretfully—the status of the Council in its endeavour throughout these years in these words:

Significant changes have taken place in the composition of the Council. At the outset, many senior departmental officers (deputy ministers and directors of curricula) used to attend its sessions. These have now been replaced by more junior departmental officials, with a limited responsibility for taking policy decisions. A similar tendency has been noticeable on the C.B.C. side; senior management has become too busy to attend Council meetings regularly. Consequently the Council has sustained some loss of its original impetus; its meetings have tended towards operational routine.

Secondly, the attitude of reserve which originally characterized the relations of educators towards the C.B.C. has lasted a surprisingly long time, especially in the West. Many instances could be quoted, especially in the promotion and evaluation of national school broadcasts, where this reserve—which might even be termed 'suspicion'—has hampered the taking of steps which could have energized and vitalized the popularity and influence of school broadcasts in general, and the national series in particular.

The personnel and funds available for school broadcasting in the provinces have been sadly limited, and the time of the personnel has been fully taken up with the details of provincial school broadcasts, reducing the energy available for planning, promoting, and evaluating the national series, and limiting the concern

of departmental personnel for the success of this type of school broadcasting. The personnel has felt that their jobs depended more on the success of their own local broadcasts than upon the success of the national series.

It has often come as an unpleasant surprise to both C.B.C. and other school broadcasters to find what little awareness of the nature and accomplishments of school broadcasting has penetrated to the upper echelon of the Canadian community as a whole, the political leaders, senior civil servants, university presidents, professors of education, and even senior provincial officials. The lack of information has been reflected unfavorably in the budgets made available at various levels, and school broadcasting has not been enabled to progress and take its full place in the educational system." (Lambert OP. CIT. P. 156)

I suppose the real reason for this was not so much a lack of interest in the medium itself as it was in the whole method by which education was to be conducted. Classroom arrangements, where the textbook was the guide, and a well structured curriculum which did not lend itself to easy adaptation to the appearance of a radio broadcast and later a television broadcast at a scheduled time, made it difficult for teachers to use it. But I think essentially the use of the audio-visual media for education throughout North America was never an integral part of the educational process.

• 1600

Mr. Lambert speaks strongly about what he called the inadequacy of the National Advisory Council, and I would add that this is no reflection upon the dedication of many of the people who worked so hard to make that committee work. Rather, it was a reflection of their inability to speak with confidence and authority about the policy of the Minister and the deputy ministers at the top level. It was to overcome this plan—this difficulty—that I initiated a plan for the revision of this Council five or six years ago. With the help of the Canadian Education Association and the CBC we proposed a national commission on school broadcasting which was to have corporate independence of both the CBC and individual department of education. To get this commission started the CBC was prepared to grant initial funds and staff for its annual operation

and in the long-run it was hoped that the provinces would contribute to the support of the commission. With corporate status, we contemplated that both the federal government and private foundations would be willing to make grants in aid of special projects which would have educational value for all provinces. The commission would be able to contract with the CBC, the National Film Board or any other producer for the series it required. Those of us who were enthusiastic about this idea believed that the proposed commission would be a good agency to represent Canada internationally in matters pertaining to educational media. With such an instrument for planning and co-operation, national educational projects would be developed—by an agency which represented the provinces—free of any danger of federal control. But in spite of this attempt there was strong resistance to the commission from several sources. Although no province volunteered to provide money to assist the commission in making a start, there was the fear that with the CBC providing the staff and funds, federal domination of a provincial enterprise would be possible.

The two largest provinces, Ontario and Quebec, were already making elaborate plans for the development of television on their own and national educational organizations such as the Canadian School Trustees Association and the Canadian Teachers Federation objected to the dominant role assigned to the ministers of education. In the matter of incorporation, serious problems arose which to this day have prevented the commission from being a full-fledged corporate body. And as tensions developed in other areas of federal-provincial relations in Canada, a kind of inertia prevented quick realization of the commission itself. No real initiative was taken by the provinces and one can readily understand the CBC's reluctance to push the enterprise in the face of such an obstacle. Nevertheless large sums of money were being spent by the CBC on national school television programs and, as was the case in radio, only a few provinces either promoted or used the programs. As the supervisor, an employee of the CBC, I was not in a strong position to urge any further development than we had already advocated.

As far as the CBC is concerned, it has given a distinguished public service in educational broadcasting and in public affairs. It has maintained a standard of quality in pro-

duction of school radio and television programs which has made many other nations of the world envious. In spite of the criticism of federal interference the CBC maintained the service when several provinces were giving no leadership at all. Consistently, where provincial leadership was strong and where funds were limited there were models of co-operation, such as Manitoba and, of course, Nova Scotia, which you heard this morning. The Manitoba Department of Education built a radio studio of its own with the advice and help of the CBC engineers and programs personnel in Winnipeg and broadcasts from this studio directly through the CBC transmitter take place daily. In television, the CBC is still able to meet the needs of the Manitoba schools, and in Nova Scotia where the first radio school broadcasts in Canada were produced many years ago the Department of Education and the CBC at Halifax have co-operated intimately in the production of a daily television service to the schools. In the case of both these provinces the important thing, I think, is that the public is well served because the operation is economical, the productions are of high quality, there is no duplication of facilities while the Departments of Education control the programs which are used in their schools.

1605

However, other provinces such as Ontario and Quebec have gone ahead independently to develop their own facilities as well as their own programs without seeking program or engineering advice from the CBC. In both cases, it is quite fair to say that the CBC with its present facilities and program priorities could not give the extensive services which these provinces require and one can understand the need for more facilities on their part when they have an ambitious developmental stage of programming. But even at that, the CBC continues to go part way to schedule some provincial series on the provincial networks of Ontario and Quebec. Ultimately the province's as you know, hope to have their own facilities.

The CBC itself has been in a difficult position then throughout this period with respect to educational broadcasting. As the costs of the television operation have inevitably risen over the years, Parliament has been understandably alarmed at the increase in budget which have been requested. Pressure on CBC

to raise more of its revenue from commercial sources has increased. Private station affiliates in the larger urban areas have been reluctant to carry network educational programs which do not command large audiences because their adjacency to locally sponsored programs causes viewers of more popular programs to switch channels. In many cases, Canadian audiences prefer American entertainment to the less-popular documentary programs of an educational character. Embattled by such pressures, CBC has developed a program management to cope with these problems. To gain larger audiences, public affairs programs have tended to become journalistic rather than informative—not that these are always mutually exclusive to be sure, but the decision to be journalistic does erode the more objective quality of an informational documentary. In the long run, the pressure to provide more of its own revenue has weakened the capacity and the desire to serve. In the attempt to serve two masters, budgets for public service programs have suffered and in a situation where there has been little conviction on the part of the provincial authorities in the value of school broadcasts produced by the CBC and where money is in short supply for public service programs, it is just astonishing that the CBC continues to provide a school TV service as extensive as it is and of such excellence. I firmly believe that if an agreement could have been worked out earlier between the CBC and the provinces, some of the present problems could have been avoided.

In case Canada should feel alone in facing this kind of problem, I have indicated here that the problem is occurring in other countries. In Italy and Sweden the ministries of education have been pressing for more independence of broadcasting organizations.

In Israel where I did spend a year ETV was established before general television itself occurred and there is a vigorous attempt being made to keep the ETV facilities separate from the general television. Since ETV was initiated at great expense in Israel by the Rothschild Foundation as a philanthropic service, the Foundation is most concerned to see that the ideal of public service in education in a developing country should not be vitiated by a more general and to some extent propagandistic service which the government considers necessary for the country as a whole. Even in Britain closed circuit

operations are being developed in universities and in the larger cities, the pre-eminence of the BBC as the major programme source in schools will be challenged more basically. The issue is always who is going to control the program, and as long as the broadcasting agency is independent this issue will remain. I am not suggesting that it should be eliminated, but it remains a problem as long as it exists. The only exception to this of which I have knowledge is Japan, where there is complete co-operation in spite of tensions which I am sure arise between the ministry and the Japan Broadcasting Association. We have an example here of the most extensive school television service in the world, programming of the highest quality and maximum utilization in the schools. The figures are absolutely startling. The educational television network alone produces 123 hours of television a week for schools. The general service does something like 53 or 54 hours, the private networks produce 12½ hours, and on top of this there is a consortium of major industries that provide industrial education on channel 13. So you get some idea of the extensiveness of this service to a population of, I think, 90 million people.

• 1610

I think in the end it is still appropriate for the Federal Government to be concerned with the use of media in schools provided that the constitutional authority of the provinces in education has been acknowledged. As you probably know, the United States Congress approved the Public Broadcasting Act last fall, with aims and other objectives similar to those suggested by the Secretary of State for your consideration. I normally would not rely so much on the precedent of the United States in the context of education because Canadian needs differ fundamentally in many ways. Nor do I wish to point exclusively to the pattern of American legislation in this critical situation. However, it must be remembered that the United States has just created an institution for public broadcasting which is taken for granted in countries like Britain, Japan and certainly in Canada up to the present time.

Although public broadcasting has been frequently examined by Parliament, the basic educational component has perhaps never been before so systematically studied. Since the United States Government never has had a tradition of public broadcasting, the Car-

negie Commission was set up with universal support of both government and private enterprise broadcasting to make the analysis of the nation's needs. It is perhaps for this reason alone that the Carnegie Commission's Report and the subsequent legislation is so relevant for us here—not so much as a model in itself, but for the spirit in which the investigation was undertaken.

It is interesting to observe that the act had the support of the president of each of the three commercial broadcasting networks. I have quoted Dr. Frank Stanton as saying:

"They will do special things...

referring to the public broadcasting group

...that we don't do in quantity at the present time.

I would expect that they will appeal at certain times of the day to very small parts of the total audience. Because we are organized as a mass medium, because we have to serve the greatest number of people in order to do our job, they will be able to do special interest kinds of programming that we can't do.

A significant difference should be observed here, that where the non-profit educational broadcasting corporation is parallel to commercial broadcasting in the United States the proposed Canadian Educational Broadcasting Agency will be parallel to the CBC and presumably the CTV. The United States ETV corporation policy is described in some detail. The accent falls heavily upon the responsibility of the government to give leadership in matters of educational broadcasting, and it is broken down into several points:

Congressional Declaration of Policy
Sec. 396. (a) The Congress hereby finds and declares—

(1) that it is in the public interest to encourage the growth and development of noncommercial educational radio and television broadcasting, including the use of such media for instructional purposes;

(2) that expansion and development of noncommercial educational radio and television broadcasting and of diversity of its programming depend on freedom, imagination, and initiative on both the local and national levels;

(3) that the encouragement and support of noncommercial educational radio and television broadcasting, while matters of

importance for private and local development, are also of appropriate and important concern to the Federal Government;

(4) that it furthers the general welfare to encourage noncommercial educational radio and television broadcast programming which will be responsive to the interests of people both in particular localities and throughout the United States, and which will constitute an expression of diversity and excellence;

(5) that it is necessary and appropriate for the Federal Government to complement, assist, and support a national policy that will most effectively make non-commercial educational radio and television service available to all the citizens of the United States;

(6) that a private corporation should be created to facilitate the development of educational radio and television broadcasting and to afford maximum protection to such broadcasting from extraneous interference and control.

(Public Law 90-129. 90th Congress, S. 1160, November 7, 1967, Sec. 396, P. 4)

The Canadian agency will primarily be confined as indicated in the document which you have received, to instructional programming. I have noticed in reading the record of your proceedings and from the discussion this morning that much attention is given to what I meant by instructional television. Does this mean that the facilities which the proposed corporation in Canada will help the provinces build must only be used for instructional purposes? Does it mean that the national broadcasting service will then do the enrichment programs which are described in the broadcasting Act?

Presumably it is intended that the CBC could be expected to continue the production of national school broadcasts in radio and television with the approval of the Canadian Commission on school broadcasting.

If the proposed legislation for the Canadian Educational Broadcasting Agency is to be restricted to the definition given by the Minister in her statement on February 8, then there would appear to be no room for the production of general enrichment programs except as arranged by the Canadian commission on school broadcasting for telecast on the existing networks of CBC or CTV. Actually the definition of ETV programming as formulated

by the International Conference on School Broadcasting in Paris to which the Minister has referred, was never strictly adhered to not only at that conference but at previous ones, and from the beginning enrichment programs, as we know them in the CBC, BBC, NHK, and so on, were discussed and were an essential part of it along with adult education. The United States act carefully states under Title II for the Establishment of Non-Profit Educational Broadcasting Corporation:

The term "educational television or radio programs" means programs which are primarily designed for educational or cultural purposes.

But the following paragraph in the report of the Carnegie Commission will clarify the meaning of educational television even further:

All television, commercial television included, provides news, entertainment, and instruction; all television teaches about places, people, animals, politics, crime, science. Yet the differences are clear.

• 1615

Commercial television seeks to capture the large audience; it relies mainly upon the desire to relax and to be entertained. *Institutional television* lies at the opposite end of the scale; it calls upon the instinct to work, build, learn, and improve, and asks the viewer to take on responsibilities in return for a later reward. *Public television* to which the Commission has devoted its major attention, includes all that is of human interest and importance which is not at the moment appropriate or available for support by advertising, and which is not arranged for formal instruction.

Therefore it would seem to be in the public interest to make possible through federal financing and through co-operation of all provinces the production of major program series of high quality which would be available for enrichment of the curricula of all provinces and/or fulfill the broadcasting policy for Canada expressed in the new Act namely to:

"contribute to the development of national unity and provide for a continuing expression of Canadian identity."

In my remarks about the original proposal for an incorporated commission on education-

al broadcasting representing the provinces, the national educational organizations as well as the public and private sectors of broadcasting.

I referred to certain functions which are suggested for the proposed Canadian Educational Broadcasting Agency, namely the procurement of program materials either as a contractor with CBC or with the National Film Board or from outside agencies and there is a suggestion that the CBC's research facilities should be available for the use of the Canadian Commission on School Broadcasting and this has been included in the new Act. However, it is worthy mentioning that we were never able to bring about intimate co-operation between any of the provinces and the CBC in the development of research projects in school broadcasting even though the departments of education did not have the trained personnel to do the job. Communications research is a highly specialized enterprise requiring training which most educational research people have not had. The CBC has gathered together a staff which has the skills required to make scientific evaluations of school broadcasts, but we were never able to gain the co-operation necessary to do the kinds of study which would be of value to both broadcasters and educators.

I should mention that the Americans got around this problem by installing these research facilities in universities, and you have the educational research information centre at Stanford, for example, where the most sophisticated devices of evaluation are taught and used. Nevertheless, it is still a matter of contention because research of this kind requires immensely detailed information about the student's performance records, all his abilities, and so on, and it is not the custom of the departments of education to make this information easily available to an outside agency no matter how qualified they are. I think the only way this could happen would be for the provinces to agree upon some centre of research where this kind of activity could be undertaken without punishment or despair, I suppose.

Mr. MacDonald (Prince): Are these federally financed?

Mr. Rainsberry: Which?

Mr. MacDonald (Prince): The Stanford research centre.

Mr. Rainsberry: Yes, it is. This will explain the way that many of the universities receive the grant. If it is not federally financed, then it is finance by that unique instrument of tax-exempt organizations such as the Ford Foundation which really serves the same purpose as I am sure you are aware. I stress this because I think that governments will only know the real worth of these agencies when we have the objective information that is required in terms of evaluation and, as I said, it takes great skill, time and money to get those results, although there are other areas of co-operation of the provinces which I think are desirable.

Co-operation with the experienced personnel of the CBC I think would be bound to save money for the Canadian taxpayer at both the provincial and the federal level. When a province seeks engineering advice from a private company concerning the facilities they need for broadcasting, this represents an expenditure which could and should be provided by the CBC. In other areas of legal advice, copyright clearance and union negotiations, all these aspects of broadcasting which are essential to a well developed enterprise, I think this advice could be derived from the CBC.

• 1620

It would be worth considering in the proposed legislation all the ways to avoid duplication of services in the interests of common standards and practices and above all in the interests of economy. Whether these services are provided by the new agency or by the CBC the contribution will still be made by a federal authority. In view of the limited number of experienced people, the Educational Broadcasting Agency would still have to depend upon the CBC's experienced and trained personnel. Of course, in the statement of proposals for legislation the Minister mentioned that the new agency would expect to draw on those services.

The Carnegie Commission on ETV recommended that instructional TV should be studied in the full context of education and

that further major investments in instructional television must benefit from the discovery of ways in which television can best contribute to the educational process. The Commission recognized that so far, educators had not used television to its fullest advantage. Instructional television, like instructional radio and

instructional motion pictures before it, lies outside the process, (of education) put to incidental or occasional use as ancillary material. With minor exceptions, the total disappearance of instructional television would leave the educational system fundamentally unchanged."

And yet, the Commission came forward with vigorous defence of ITV. It has frequently been demonstrated that children learn as effectively as they do by conventional means. But far more important is the fact that TV has revealed the shortcomings in the training and support of teachers.

It is not so much the deficiencies of instructional TV that are laid bare, but the deficiencies of public education itself.

Advances in the technology of individualized instruction by means of computers, programmed learning along with devices for recording programs off-air for future use by individual teachers, all these have raised questions in the minds of many people about the value of assigning channels for educational purposes. This argument gains particular momentum as one contemplates the greater flexibility in the use of media by individual classroom teachers. Yet, the Carnegie Commission persisted in its recommendation that schools needed facilities for instructional TV. I will quote, again:

But it is unlikely that the total need for instructional television emanating from outside the classroom will diminish. The development of instructional television within the full context of education will make the school-room need for television even greater than it is now. Much of that need—indeed that very part of it now satisfied by open-circuit television—will be provided by other television techniques. Open circuit television itself will then be freed to provide material which cannot be brought to the school in any other way; the material that must be handled and moved quickly if it is to have real value, such as that for use in current affairs courses. Properly used, television can bring a liveliness and immediacy to education that no other medium can provide.

More fundamentally, the manner in which an instructional program is distributed is secondary, so far as its service to education is concerned, to the manner in which it is produced. It is the primary

intent of the Commission to strengthen the program producing capabilities of educational television, at the level of the local station, the major station, and the national production center. The purpose is to improve Public Television, but inevitably the new capabilities will spread into instructional television, for the two parts of the system will never be discrete. The local station with its strengthened production capability will serve local school needs more effectively than ever before.

With these goals in mind, the U.S. Public Broadcasting Act of 1967, in a special title approved a comprehensive study of radio, TV and all other educational media to determine the needs and to determine:

whether and what federal aid should be provided for instructional radio and television and the form that aid should take, and which may aid communities, institutions, or agencies in determining whether and to what extent such activities should be used.

The U.S. Office of Education will shortly announce a commission of distinguished educators and laymen to carry out this investigation. The Academy for Educational Technology has been contracted to carry out the investigation and to report to the commission which in turn must conclude its final report by June of 1969.

It is worth commenting on again that the separation of the instructional from the public in this case was to face this issue of federal and state control of education. In other words, they laid down the policy in the public broadcasting part but the instructional one, because it is of a specialized nature, will meet the need at the local level and will comprehend all media.

From the context of the historical development that I have tried to indicate here of educational television in Canada and by comparison of the development of ETV in other countries it becomes clear that Canada would benefit by the establishment of any agency for planning and developing of educational broadcasting among the concerned educational authorities. Whatever happens, some clear philosophical thinking about the aims of educational broadcasting is required before an expensive system of hardware is provided. A thoughtful approach it seems to me can

meet the needs of children in every part of Canada and the broad national needs of adults for continuing education can be served.

• 1625

I repeat that no one basically questions the constitutional rights of any Canadian province to provide the programs for instructional use in their schools. Tradition and law seem to confirm clearly the responsibility of the Federal Government to provide the network facilities to serve each province internally as well as to interconnect the provinces when such service is required. If the federal role in ETV is to be confined strictly to a technical and engineering service, then the document tabled by the Minister with its general proposals is certainly relevant. However, it becomes increasingly clear that Canada needs much more services in the realm of ETV than can be rendered by single provinces. Even an interconnection of provincial networks will leave wide areas of educational service unmet.

Instead of creating a separate Educational Broadcasting Agency, I would suggest careful reconsideration of the proposal that ETV should continue to be a central responsibility of the CBC. To meet the demands of a changing situation in ETV in Canada, the enterprise of ETV should be a separate division within the CBC in charge of a vice-president reporting to the president and vice-president with line authority over all staff who are working in the area defined as educational television. By keeping ETV within the framework of the CBC, there is a closer link with the corporate experience in broadcasting which has been the source of such high standards in the educational productions in radio and television in the past. As each province or group of provinces goes ahead with plans to build production centers to meet their requirements for instructional television, the experience of the CBC through the newly created division would be available. Not only engineering advice, but leadership of experienced producers and directors would be available to train new staff required to plan and produce regional, provincial or local programs.

As mentioned previously, real economy could be achieved by drawing on the resources of the CBC in matters pertaining to copyright clearances, union negotiations et cetera. Through the division, legal counsel in the specialized area of communications could

be available. We have already referred to the pooling of the limited talent so urgently required for research and evaluation. Above all, the CBC has had many years of experience in the procurement of syndicated film material. The new division could negotiate contracts for the procurement of libraries of educational film, so necessary for a wide range of subject matter in ITV at prices more favourable than could be negotiated perhaps by educational authorities on a separate basis.

We have stated that all instructional programs should have their origin with the provincial authority through its department of education. However, since there is a wide range of ETV program endeavour which is of national concern, the educational division of the CBC should be prepared to meet these requirements. First of all the educational division should be responsible for the production of programs designed to enrich the curricula of schools of several provinces approved and requested through the Canadian Commission on School Broadcasting. These programs would include productions of Shakespeare, music programs on radio or documentary programs about Canada which might be required in many provinces.

It would be of special value to make educational division responsible for the production of a wide variety of children's programs. In making this proposal, I am assuming that programs of high quality and of wide variety for viewing by children in out-of-school hours is a national necessity. With the present proposed separation of the ETV agency from the CBC, there is an implication that programs seen by children in school have no apparent relation to programs viewed by children out of school. As you may know the CBC has for many years been a leader in providing a great many children's programs on a high level of social and professional responsibility. If the educational concern for a child's welfare is to cease when he leaves school, then the quality of the programs for children will decline rapidly. As we have seen in the case of enrichment programs for the curriculum, education should not be thought of as an essentially didactic enterprise. Rather, it is a process in which creative responses are evoked from a child which lead him towards self-reliance and maturity of judgment. There is a common notion abroad that out-of-school programs are essentially "entertainment" and are not the primary concern of educators. Yet the best programs for

children are designed by creative educators who understand the ways in which children grow and develop, the ways in which they react to one another, to adults and to their environment in general. With an experienced group of producers working in a division of educational broadcasting clear policies for the development of interesting and imaginative children's programs can be developed. As of January, 1967, the Bureau of Broadcast Measurement reported that 96 per cent of all homes in Canada turned on their television receivers between 6:00 p.m. and midnight and children up to the age of 19 years watch TV an average of three hours a day. With such statistics before us, we must ensure that we provide a richer fare of programs for children of all ages who are viewing TV out of school. Above all, by centralizing the enterprise of children's programs with the proposed educational division a beginning can be made in cultivating standards of taste which will carry throughout the future adult lives of our young viewers.

1630

Increasingly, young people are aware of the place of their country in the international community of nations. Although a democracy must never lose the qualities of local government where civic responsibility has its beginning, democratic citizens must develop more and more, a greater care and concern for other peoples of the world. Canadian children have a degree of freedom and security which is not the privilege of the majority of children in the world. The CBC has had a long established relationship with the broadcasting agencies of the world. With a strengthened educational division, these associations and experience could be used to provide provincial authorities with program resources not easily procured otherwise. It would not be unreasonable to plan for programs in which children can share experiences by means of satellite communication. Program exchanges of news materials suitable for current events programs in schools could be obtained to enliven and enrich the programs being produced and broadcasted by the provinces. The use of these materials for national news programs for schools could be planned and coordinated through the Canadian Commission on School Broadcasting.

Under the proposed division of educational broadcasting, it would also be possible to include all programs presently produced by

the CBC in the area of farms and fisheries, adult education and perhaps religious programming as approved by the National Religious Advisory Council. There has always been a need for more programming in these areas. With a strengthened division for educational broadcasting, the present experienced personnel of CBC would be able to give fuller and more effective service. There are also a good many films which could be scheduled to serve adult education on the provincial or the national service.

In the concern for ITV which originates in the provinces, one should not overlook the wide range of educational service which is the legitimate concern of the many departments of the federal government.

I have listed a few of them here—the National Research Council, the Department of Labour, the Department of Manpower and Immigration—and many of these have opportunities to serve the public which I think have not been made available.

The National Research Council has much information which could be programmed for the interest and education of the Canadian public. The Department of Labour and the Department of Manpower and Immigration need many more frequent opportunities to provide information and courses for retraining and rehabilitation. We have already referred to the enterprise of CBC in farms and fisheries but the departments of agriculture, forestry and so on, could be providing many more educational services if the broadcast facilities were available. Above all, the Department of National Health and Welfare could use the facilities of radio and television to educate the Canadian public in terms of health maintenance and preventive medicine. As industry itself engages in programs of education both for their employees and the general public, so should the government of Canada have the concern and the opportunity to use the mass media to educate and serve its citizens.

An educational division would of course require larger budgets for programs than are currently available within the present structure of the CBC. The division would require separate transmitters, and a second network which would meet both the provincial and the national educational needs. The educational division would fully meet and coordinate the provincial needs. A system of option time would have to be worked out so that on spe-

cial occasions the educational network could bring about a regional or a national hook-up on radio or TV, if necessary.

In conclusion, the purpose of this discourse has been to acknowledge the principle of provincial autonomy in educational broadcasting while the spirit of Bill C-163 "to contribute to the development of national unity and provide for a continuing expression of Canadian identity" is fulfilled. I have urged these proposals for your consideration in the interests of high quality in program production. Although the proposals I have made represent a radical increase in the expenditure of public money for educational broadcasting, I am persuaded that to create a separate agency would ultimately increase the cost even more. By maintaining the continuity of past services provided by the CBC there is a greater possibility of equitable service for all sections of the country. A national broadcasting organization which comprehends the ideals of education, information and entertainment will be a stronger agency with more resources to meet the public need and with more conviction to reflect the aspirations of the people it serves.

• 1635

The Chairman: Thank you very much, sir. Mr. Jamieson?

Mr. Jamieson: Dr. Rainsberry, I should like to take the opportunity at the outset not only to commend you for this brief but to say something I doubt very much has been said to the extent I think it ought to have been said concerning the service you have given to educational broadcasting in Canada. I have reason to know of the many years of very dedicated service you have provided, and of the frustrations and the like which you have also experienced over that period. I think I speak for all members of the Committee when I thank you again very much for a most thoughtful and very controversial document.

My first question concerns whether or not you have any worry about a single agency, in this case the CBC, having within itself this much influence? The CBC is now the major broadcasting agency in Canada in the conventional or open broadcasting field and as such exerts, undoubtedly, a very profound influence on developments in Canada. Do you have any worry that if television in the educational field were expanded to the extent that you see likely or possible we would then have within a single agency, no matter how

diverse it is, a very, very effective organization?

I use that word in two senses; it can be effective on the grounds you are arguing, but it can also be asserting a very great influence over virtually every Canadian, the younger people in particular. Would you care to comment on this monolithic structure having that much power?

Dr. Rainsberry: I appreciate very much your use of the word "effective" in this text, because it seems to me that this is the nub of the whole problem. It has to have a certain central dynamism, if you like, for it to be effective in terms of professional leadership; I have made that rather clear. On the other hand, I would want always present the sanctions to which I have referred, the federal relationship with the provincial authority, certainly being one factor, and then I trust that the reference to the Canadian Commission on School Broadcasting would control the programs which would be shared among the provinces.

In other words, if this agency, existing as a corporate body, were to be free to make its own judgments and was itself financially free then they can either take or leave either the private broadcaster working with the CBC or outside the CBC; they can reject the whole thing, but in so doing the positive side of this effectiveness might be thrown away.

I suppose the same thing would apply in the area of adult education where there is a national association for adult education that represents many interests. I see them having the same interests and control over the programming as the Commission would over enrichment programs, or the provinces over their own.

"Effectiveness" could be taken either negatively or positively, and I trust that these bodies would be sufficient to limit the monolithic aspect to which you referred.

Mr. Jamieson: From your experience over many years in educational broadcasting—you are probably one of the architects of it—I wonder whether you could comment on your actual experience in this sense: Did the CBC and your Department initiate a majority of the ideas for the programming which eventually obtained approval from the various components you have mentioned, or was it more a question of the educators indicating to CBC what they wished to have produced and then simply following that kind of recommendation?

tion or instruction? If you can be objective about this, where do you really think the maximum influence lay, in fact?

1640

Dr. Rainsberry: I think I can answer your question quite formally. In the case of the enrichment programs, we had a committee of the school broadcasting council that often met twice before the annual meeting of the Council, and it was a member of the Council not of the CBC who presented the program proposals on which the Council voted. In the case of local areas—let us choose Winnipeg, or example—the producers work intimately with the Department of Education representative. Now, it is very important to establish nevertheless that throughout that process—and everywhere I have gone in the world this happens—there is tension between the so-called producers, artists and the educator who has a formal objective in mind. I know of no place where this does not happen.

Now, to answer your question about who calls the shots in the end, this would often be a function of the creative intelligence of the people working, and sometimes it would be a producer whose hand would shake the thing, and sometimes it would be the education officer who had a particular enthusiasm for the subject itself. But in my supervisory capacity I had to make absolutely sure even in the national school broadcast, so called, or Canadian school telecasts as we later called them, that we always had an objective opinion about the contents because if we did not we were open to the very charge that you suggest.

Mr. Jamieson: The reason I asked the question is because of some of your references, which I believe reflected some of your frustrations concerning the co-operation of provinces. I have had the experience of discussing with educators special programs, and the like, and in many instances they simply said: 'Well, that is a good idea, you go ahead and shape it up; you work it out and then let us know what you are going to do,' and they were quite happy in the end to more or less rubber stamp what the producing agency had come up with. To me this seems perhaps to negate the whole objective of having the educators themselves totally involved. Was there much of that kind of thing in your experience?

Dr. Rainsberry: I would say not. On the whole we had much more active concern about what we were doing. I can even testify

that there were occasions when we did receive this kind of go-ahead and that turned out to be dangerous because when it was finished they might not have liked the results.

I will say that regardless of how educational broadcasting is administered under whatever authority it may be, if you lose that dialogue between the creative teacher and the creative producer, the program will be weak.

Mr. Jamieson: There is no question that you are absolutely right in references to the high quality and excellence of the great majority of school broadcasts that have been produced, and I suppose by that yardstick we could quite legitimately say CBC school broadcasts have been a success.

At the same time, however, extending that, they are probably no more successful, in effect, than the use that is made of them or that was made of them. Now, you and I have participated in many discussions in various groups where a degree of despondency has been expressed by some people, that despite all of your effort, or despite the quality and calibre of the material, the general level of usage in the school was not high, and I am going back to the radio days in particular now.

Over your years of directing this activity, how would you class the degree of success that you achieved in terms of objectives: high, medium or low? In other words, do you think it was all worth the effort, if you like, in terms of the number of children reached out of the total and the effect on them?

Dr. Rainsberry: At the expense of sounding a bit philosophical in answering your question, I think very often the difficulty you have raised can be said about almost any innovation which is made in education. Innovations in education are made by creative people, and I am not suggesting for a moment that broadcasters are all creative and teachers are not, because it is a great mixture.

To the extent that radio was used by creative people, teachers and producers, to make inroads in education that would give children creative experiences, it was a success, and wherever you go observing the use of the media in classrooms you will find that creative teachers, the good teachers, know how to use the medium, and the poor ones neither use it nor know how to use it. The fact of the matter is, they probably do not know how to teach. So, to that extent it was successful.

• 1645

However, because media always require an innovative approach I suppose there will be—certainly it was the case of radio in Canada—a minority rather than a majority using those programs. I think the other thing that should be tabled, of course, is that we never had the measurement or evaluation.

Also universities did not give leadership in colleges of education in training teachers in the use of new media, and this has always been a handicap. In the United States a great attempt is being made at present to establish regional training centres where teachers in training will learn about all the multifarious media that are now being advanced for educational purposes, because soon it is going to be necessary and nobody will be trained to do it.

Mr. Jamieson: Your brief tends to echo what seems to be at least the professional view—I guess that has to be qualified, too, in terms of all the briefs we have had—for a cautious approach to this. In other words, that we ought not to be carried away by enthusiasm for a concept without really knowing what we are getting into. On the other hand, we have had pressure from at least two provinces saying: "We are ready to get on with it now."

I do not want to put you in the embarrassing position of having to pass judgment between these two points of view, but if it were your decision to make, do you feel that we are at the point now where we could greatly increase educational television in one or all the provinces?

Dr. Rainsberry: Throughout the paper, Mr. Chairman, I think I have been making a plea for equity. I feel Canadian about this; I think particularly in the use of mass media whatever action is taken should be action that will provide an equitable service for everyone in the country. So that, I think, is a first condition.

Then second, without hesitation, I would argue that if I were a legislator I would want to be sure of my educational aims and objectives and the fundamental educational needs of the people before I invested a lot of money in facilities and hardware. Now, I think any responsible educational broadcaster will say what I have just said.

I cannot answer the question directly other than to say that as a legislator I would wish

to be satisfied that the money and the facilities I was providing were going to meet and serve an effective educational purpose for all the Canadian people.

Mr. Jamieson: I am asking some very difficult questions and I appreciate that, but I also appreciate your competence to deal with them. Is this the kind of thing into which you can move slowly, or has there to be a certain level of participation and a fairly high level from day one, almost, for it to be effective and useful?

We have heard some people say: "Well, we want to get into it gradually; we want to move in and we will step up from one hour to an hour and a half," and this kind of thing. Is this valid or, if we are going to go for educational television in the way you are describing it here, do we have to have a rather high level to start with?

Dr. Rainsberry: I think I would be concerned about the motives of the person who said that he wished to move with caution. This could be a person who simply was lacking in the spirit of adventure and did not want to spend money on principle, but he could also be a careful philosophical curriculum planner who saw opportunities for raising the standards of taste by the use of media, who was able to introduce new ideas that were going to improve the education of the young people.

Nevertheless, I think owing to the fact that people are watching television and because it is such a major part of their recreational hours, their attitudes already are being shaped, and unless the facilities are sufficiently available for teachers to make use of them, to have the programs which they themselves control, to have the impact they should have, they will always be behind.

So some initial major investment is required and, as you know, some provinces that were planning to do that have done so, but even then it is a function of the quality of the leadership which must be high.

Mr. Jamieson: There are many other questions I want to ask, but I will confine myself to just one more because I know other members want to ask some questions too.

• 1650

You talk about the CBC as a sort of central agency, in a sense, setting up a branch of the CBC to deal with this, and you describe enrichment programming and, in a broad

sense, adult education. From your experience again I take it that you would assume the CBC would be quite within its powers, if you like, or the federal government as the sponsor of the CBC would be within its powers, to produce this kind of programming and disseminate it nationally without consultation with the provinces in terms of constitutional responsibility of rights.

Dr. Rainsberry: No, I think they must have consultation through the existing agencies to which I have referred at all times. This is a federal-provincial endeavour, and the only reason for suggesting a change of status for the enterprise within the CBC is to take advantage of what I called the corporate experience on the one hand, but also to give it the status and to free it from the contingencies of other priorities in the program schedule. Otherwise it will be depressed to that extent and would not be able to meet the needs.

Mr. Jamieson: You suggest, for example—which is quite an appropriate suggestion—that in-school and out of school children's programs are of a piece, and there is a good deal now of what is classed as children's entertainment programming, and certainly the CBC does not feel there is any need to consult the provinces on that type of production.

I am just wondering whether we would not be opening up—to use a colloquialism—a can of worms by suggesting in a sense that the provinces might indeed have some control over this sort of thing when you start embracing that under the definition of education.

Dr. Rainsberry: Well, I might have made the further suggestion that perhaps the best alternative there would be for the provinces to initiate the production of some children's programs. It would seem to me pointless if there were an educational division, and the provinces were initiating programs too—for the general education division to do a program on nursery education. This seems to me to be a function of a province.

On the other hand, if you have an educational division of talented and professional people who know what a good children's performer is, and know how to design one, who unquestionably will consult with educators anyhow, it is out of school, it is not used in-school, and I see this as not being an issue.

Mr. Jamieson: I wonder whether you think there is any validity in this kind of suggestion; that for purposes of this legislation, ETV would be defined, and generally treated, as being in-school or straight instruction and that in any periods other than that the CBC would simply operate these facilities in what has now come to be called in the UK the Third Program.

In other words, this would not involve consultation with the provinces at all; it would be regarded as adult education or enrichment and that sort of thing which, so far as I am aware, has never really caused any clash with the provinces up to now.

Dr. Rainsberry: No, I cannot see that it would, and the same would apply to children's programs.

Mr. Jamieson: So in other words, we could possibly—I do not know whether this is feasible or not—simplify the matter by saying that the direct consultation with the provinces and the responsibility of the provinces would be in clearly defined terms—in-school, there is no argument about—certain types of instructional programs, but anything beyond that would merely be produced by a federal agency, CBC or some other.

Dr. Rainsberry: You can even extend that into the area of adult education where I believe the Department of Agriculture in the past has worked with the several provinces to develop programs. We used to agree to displace the national school broadcasts for them to do this on a seasonal basis.

This would fit into your other category. The term Third Program could be a very useful one to describe the whole enterprise as I have outlined.

Mr. Jamieson: To your knowledge, sir, if it is within your competence to answer, are you aware whether or not the CBC consults with provincial administrations on fish and farm broadcasts, for example, other than just merely to find out what they need? In other words, do they feel any responsibility or do the provinces feel they have a right to interfere or participate?

Dr. Rainsberry: I do not think there is any formal interference, but certainly a very elaborate consultation goes on at both the federal and provincial levels, and that is why it has been as successful as it has. The trouble is there is not enough of it.

Mr. Jamieson: Thank you, Mr. Chairman.

• 1655

The Chairman: Mr. Prittie?

Mr. Prittie: I should like first to ask Dr. Rainsberry who owns the 21 stations of the Eastern Educational Network?

Dr. Rainsberry: It is a mutual network, and they are owned either by communities and universities; essentially those two. They are either university owned or owned by a group of agencies within a community and citizen subscribers, who actually pay annual subscription to support the station. There is no regional production centre. The entire schedule is built on mutual contributions or sometimes material acquired by the agreement of the program directors from outside. It is a mutual network.

Mr. Prittie: These are at the service of school districts?

Dr. Rainsberry: Oh yes, and in each case the station receives a large portion of its support from the money which the local education authority contributes to pay for the school programs that are produced. So Boston and New York, for example, produce a vast number of school programs and these are shared by stations that are not able to produce. I would say that Boston, Washington, Pittsburgh and New York are the ones that contribute most of the programs to the schedule of school broadcasts.

Mr. Prittie: Are any stations owned by states that you know of? I am not referring just to the Eastern Educational Network.

Dr. Rainsberry: Yes, in the South, for example, I think they are but the enterprise of the states has been to build state networks. In the East New York State, the State of Maine, and the State of Pennsylvania all have complete networks of stations within their boundaries.

Mr. Prittie: These are owned by the state governments?

Dr. Rainsberry: These are owned by the state governments because, you see, there is no tradition of the kind of legislation we have in Canada.

Mr. Prittie: The FCC has not. . .

Dr. Rainsberry: The FCC is purely a control group, is it not, and vested in them is the authority over the airwaves which the public owns, and they license any body, state or private, to operate. Now our legislation, as

you know, is quite different in this respect, but a state may own a network.

Mr. Prittie: Is there any concern that these state-owned stations might be used by the governors or other politicians of the state for their own political purposes?

Dr. Rainsberry: There is a concern, and the Federal Communications Commission restricts the kind of programming which they do. They may not have licences as educational stations or to function as a network if they engage in any kind of commercial enterprise. I believe there are limitations on the political use of them, too.

Mr. Prittie: This is a condition of licence?

Dr. Rainsberry: Yes.

Mr. Prittie: I see.

Dr. Rainsberry: I do not know the details of that to be honest with you, but I know that there are sanctions on them. Nevertheless, there is this concern about a government controlling it, and this is why there has been such resistance to the idea of a public corporation these many years for the nation, and it is only recently that the absence of materials that would be produced by such an agency made this possible.

I think it is interesting, even further, that even then the government would not touch it. They persuaded the Carnegie Commission to make an objective study and if they come up with the recommendation the government can build legislation on that. But the Carnegie Commission is a professional enterprise and not a government commission.

Mr. Prittie: I am not clear about the relationship between the new Public Broadcasting Act and the educational networks. What is it; can you explain the relationship?

Dr. Rainsberry: If you look closely at the Act, it says the money that will be appropriated—and they have not really appropriated very much, \$9,000,000 I think at the most; they have other problems at the moment as you know—will be used for the building of networks. In other words, it will be a decentralized endeavour and even the money that is talked about in terms of programming will be in forms of grants. They do not intend to initiate any programming themselves.

Mr. Prittie: They make grants to stations such as those that make up your network?

• 1700

Dr. Rainsberry: Yes, to a network, or it can go to the National Educational Television & Radio Centre in New York, which is the one that originates programming at the adult level.

Mr. Prittie: Is that what they call NET?

Dr. Rainsberry: Yes, and this is cultural and public affairs programming which it may be useful for you to know is sharply separated from any kind of formal structure, and even the kind of thing, Mr. Jamieson, you were talking about in terms of agricultural education. NET, as they call it, would not touch it; it would be a state endeavour, most likely.

Mr. Prittie: The stations of your Eastern Educational Network would carry these programs in the evening and non-school hours, is that the idea?

Dr. Rainsberry: Yes. And I should have added when I said the public corporation will support the big network that it will also support regional networks, of which there will be eight or nine. And plans are on the board already for the development of these networks across the United States, but the Eastern one is the first one to exist and function independently.

Mr. Prittie: What has been going through my mind here is that the stations which make up the Eastern Educational Network have come into being at different times . . .

Dr. Rainsberry: That is correct.

Mr. Prittie: So that eventually you had a network. What I am wondering is that this is what could happen in Canada too if for some reason we did not have a comprehensive national set-up of educational television for the whole country right away. It might be that Calgary and Edmonton would develop, and parts of Ontario would develop, and then later on you could have a national hook-up.

Dr. Rainsberry: One matter that has always concerned me in that connection in Canada is that the United States can afford to go through this stage because it is an immensely populous country and it is likely to have service, whereas in Canada we are much less populated and we concentrate our population in some areas whereas others are very sparse, and I would be afraid that they might not get service if they had to wait. However, I was thinking of another implication in your

remarks that came up this morning with Dr. Nason when he was referring to the role of Nova Scotia in relation to—I believe you asked the question, Mr. Jamieson—the possibility of an Atlantic Province network. And I have often thought that that one is probably as close to the so-called regional network of the United States as any that I could think of.

Mr. Prittie: Looking at your sentence on page 17

Whatever happens, some clear philosophical thinking about the aims of educational broadcasting is required before an expensive system of hardware is provided.

I suggest to you that at the rate we generally carry on studies in Canada, if we waited for that, many local areas would be held back and we would not get off the ground in ETV.

Dr. Rainsberry: I think that you were implying that too, that we have gone far enough in—let us use Nova Scotia as an example. There is certainly ample evidence there, I should think, for the kind of intersanction of which we have been speaking here that would at once provide a program service and would not interfere with the economy of individual provinces even within the region. But what I am getting at here is the concern I have for a problem that has arisen repeatedly in the United States, where there has always been money to get the equipment or to buy the videotape recorder, and then they get the equipment and the station, then you get the man who knows how to raise the money to build the building, and finally they have a station but they have no ideas. This is really what I was trying to say and perhaps I overstated it.

Mr. Jamieson: That comment was directed more to the teaching profession than to the legislators, was it?

Mr. Prittie: Well, of course, it is an eternal question. What is our philosophy of education?

Dr. Rainsberry: Perhaps it is not our business here.

Mr. Prittie: I will not carry on with my questioning Mr. Chairman, but will just comment. The points that have been made on pages 14, 18 and 22 about educational television, about its becoming a responsibility of the CBC, have some force. I keep thinking that here in Ottawa every time you establish

a new agency you have a new set of buildings and you have a new staff, and it has been pointed out that there is already a legal staff there, there are presumably business machines, there is the question of copyright. There is a staff that is used to dealing with these subjects, and we should keep that in mind when we are talking about creating new agencies.

• 1705

Dr. Rainsberry: One other comment, Mr. Prittie, that I think is relevant here too is that the CBC network differs from many that I know of in having a large number of affiliated private stations to make up and constitute a good part of its energy. Then in the case of local school programs—which is really not the gist of this report at all—you have a lot of examples, certainly across Canada and the United States, where local stations are making significant contributions to them. It is always a case of planning with an existing broadcasting agency. That is what I meant.

Mr. Jamieson: May I ask a supplementary question, if you don't mind? It will be short. With regard to CBC planning, the only concern that I would have is that I have never seen them to anything on a short-time basis, and invariably with their experience in conventional broadcasting they usually go for very expensive equipment. In other words, they set the thing up the very best, as it were. I wonder if you think we could not cut a few corners in terms of the chromium, if you like, on an ETV set-up?

Dr. Rainsberry: I suppose I would be most concerned that the equipment used for educational distribution would be of equal quality with that for general use and that it should be durable and worthwhile. I really cannot answer the other part of the question because I do not know much about engineering; I only require of the programmer that the facility be adequate to meet the need and I would be as frustrated as a child with a toy if it did not work, I suppose.

Mr. Jamieson: I have the feeling sometimes that the CBC has equipment in a back room somewhere to cover the second coming, you know.

Mr. Reid: First of all, I would like to say to Dr. Rainsberry that I think the two most stimulating briefs which we have received have been his and the one from Mr. Mountain

of Toronto. They have been certainly the most controversial, and I think in many cases, the most interesting.

Would it be fair for me to assume from the answers you gave to Mr. Prittie and to Mr. Jamieson that you do not see any need of a kind of Canadian Carnegie investigation into ETV carried out, for instance, by the Canadian Educational Association or the National Advisory Committee on School Broadcasts, or the Canadian Commission on School Broadcasting?

Dr. Rainsberry: How long do you think it would take if you did have one?

Mr. Reid: I think the case is that if you set a time limit, you can solve a great many problems. If we said, for example, that we would like this done within a year and we set up that committee tomorrow, I think we could get a fairly decent report in a year. If we said six months, then I would have my doubts as to the thoroughness of the report.

Mr. Prittie: The Royal Commission on Pilotage started in 1962 and it has not gone into harbour yet.

Dr. Rainsberry: I had this in mind, quite honestly, that there are pressures which would make this an unpopular suggestion, but I would be the last person to say that within a year you could have a report which represented the most creative leadership in education in this country and to advise you it would be well worthwhile, if you can wait that long.

Mr. Reid: We can wait but I think there would be a lot of people who would be very upset if we ever did it.

Dr. Rainsberry: I am very much impressed with other reports of this kind that I have seen—good ones. I think the Carnegie one is an outstanding one, and certainly the British have provided some excellent examples in this respect.

Mr. Reid: I was wondering about your suggestion that the CBC should play a larger role in this educational TV because of the rather gloomy report which you gave of the CBC's relationship with various departments of education in the days of radio and also in the days of the beginning of television school broadcasting. What has happened to change your mind? Do you feel that the relationship between the CBC and the provincial educational authorities would be any better?

• 1710

Dr. Rainsberry: I think, first of all, many educators have learned a great deal about television that they did not learn about radio. It could be that the very bigness of television and the way in which it has captured the imagination of children has alerted educators to the fact that they must be more concerned about it than they were before. I think that creative educators themselves are probably not as concerned about who the authority is as they are about the quality of the programs they receive. I am perhaps motivated further by the feeling that a division of the sort that I have described here calls for highly talented, imaginative and creative people, and I think that leadership from a centre like this with the sanctions which I have proposed would likely be more productive than it was in the past. It seems to me that we are all learning together in the first place, but unless there is a community of creative people who are concerned primarily with education, educational broadcasting in this case, I feel that the standards will not be high. I am looking for quality, and I think a central community of this kind is necessary.

I have also indicated areas in which it could be strengthened if it does not have to compete with other sections of the broadcasting agency for service; because if this is the kind of service that the public demands then the budget will not be affected by more popular entertainment.

I have also ranged into some areas of service that have not been provided in the past and that I think should be provided, and it is this broadening of the concept of the division that perhaps opens up new vistas and removes some of the frustrations which Mr. Lambert and I have experienced in the past.

Mr. Reid: I realize this is perhaps a difficult question, but what were the reasons for the jealousy between the provincial educational people and the CBC at that time?

Dr. Rainsberry: I think that was referred to this morning. Perhaps it is that everyone wants to be a programmer.

Mr. Jamieson: Everyone is a frustrated producer.

Dr. Rainsberry: Yes; everyone is a frustrated producer. I think there is a psychological factor in it. To be quite fair, on many occasions, in the case of the National Advisory Council, there were issues on policy that neither the broadcaster nor the educational

representative himself was able to explain or defend. These people came as representatives of a province and they had to stand up for the rights of the province in these matters. Often these were the difficulties. I would say that on the whole, at the human relations level, the co-operation was very good. But it does call for the top kind of leadership and the top level of responsibility in determining policy. If you do not have that then the difficulties to which you refer will most certainly be there.

Mr. Reid: Basically we have had two kinds of presentations from the interested provinces which have appeared before this Committee. There are those, such as Nova Scotia, who are interested in educational television in the sense that it is instructional, and there are those who are interested in going whole hog into the realm of general programming, which can be termed adult education or enrichment programming.

From your experience in the CBC would you say that there is a difference in production cost between the two concepts? In other words, is it cheaper to put on instructional television programs that are really instructional than the enrichment or adult education type of programming?

Dr. Rainsberry: That is entirely dependent on the conception of the broadcast itself. I have seen instructional programs that were built into a curriculum and there was no question about their direct teaching principles. I was in Israel, where they had the money to do this because the Rothschild Foundation had provided adequate funds for it, and they were making instructional programs. I would say they were very costly programs, because they used all the facilities of graphic illustration, and animation; and they went out and shot films for their biology programs to get what they needed, and so on. Therefore it could easily cost as much as a so-called enrichment program.

• 1715

If, however, you are speaking of the case of an emergency being met and a teacher comes on camera with limited facilities and the thing is shot and repeated regularly through the week, then naturally it will not cost as much. I fear that, unless it is necessary, because I do not think it really makes an aesthetic or educational contribution to the learning experience. We have to do it properly for it to be effective.

If I may make one other comment, it is interesting to watch what has happened in the United States over the years. They started off with the so-called talking face, but I notice that the series are now becoming increasingly shorter. They are more carefully thought out, cover a limited phase of the curriculum and the teachers who enlist their use know well in advance what use they are going to make of them and the function that they will serve. This is a better situation.

Mr. Reid: The definition that you quoted, and which I have read in the Carnegie Report, is rather similar to the definition within which we judge the CBC. Would you say that there is a relationship between the two; and that in many cases the United States is trying, through the public television law, to set up an equivalent of the CBC?

Dr. Rainsberry: In some respects; I think that the language to which you are referring is the language of public service.

Mr. Reid: That is correct.

Dr. Rainsberry: I have been concerned, perhaps ever since the time of the Fowler Report, about the implication that the CBC should provide more of its own revenue. To the extent that this is necessary there has been this tendency for the ideal of public service to be obscured. As I have said, it is like serving two masters. I do not like to think that these things are absolutely mutually exclusive.

I do not think it is necessary to that extent. In my own case, working in the children's programming area, I can testify that the knowledge of public attitude and responses to entertainment while I was at the CBC was immensely stimulating. One felt that one was very close to the public.

If the CBC is commercial it is because this is what the people tend to want. They were very sensitive to the pulse of the nation.

I would not want, by some sharp and arbitrary separation, to lose that contact in a world that is to some extent oriented in that direction. At the same time, as I have implied here, we have to sharpen up our opinions about what public service is, so that when we ask for it we get it and not something that is in between.

Mr. Reid: Then would you encourage public affairs and cultural programming under the general title of educational television? Should we have an educational TV network with the

federal government providing the transmitters, and would you approve of their going into this additional area of programming outside the instructional area?

Dr. Rainsberry: My information is that cultural and public affairs programming should be in the general broadcasting area.

Mr. Reid: And not in the instructional area?

Dr. Rainsberry: That is right; and for the reason you were mentioning, that the minute it becomes educational in the formal sense some kind of continuity is implied. I would not want to see general information programming included under the heading of this division as I have described it here. This is the general responsibility.

It is interesting that in the United States, too, the commercial broadcasters—perhaps quite rightly—have been concerned about this term "public broadcasting". They feel, quite properly, that they are engaged in public broadcasting to some extent, too.

It is just a matter of name, but it serves very well to illuminate the point you are making. I would not like to see, as the only separation, the sharp one of pure entertainment on the one hand and absolutely formal education on the other. Public affairs and cultural programming is a legitimate concern of the general broadcasting agency.

Mr. Reid: Part of the problem could be alleviated if a good portion of CBC programming in the daylight hours were turned over more to children's programming and instructional television for the secondary and primary school systems. Perhaps the CBC would then carry a more "heady" mixture of cultural and enrichment programs in the evening.

• 1720

Dr. Rainsberry: I suppose that is implicit in the concept of the division that I referred to. It is really a question of the nation itself setting its own program priorities for a corporation which it owns.

Mr. Prittie: I think Mr. Reid is speaking of the existing CBC network, though. You had another one in mind, had you not?

Dr. Rainsberry: Yes, I did, actually; and the reason it came to my mind was the necessity of meeting the general entertainment and cultural values on the one hand while evening time is required for educational programming as well.

Mr. Prittie: Is not Mr. Reid speaking of the existing network?

Mr. Reid: I am using this, as I say, as a short-term way of getting into the area of instructional television.

Dr. Rainsberry: How would you meet the requirements of, say, the Department of Manpower and Immigration for retraining purposes for an audience that is not available during those daytime hours? That is what I mean.

Mr. Reid: Yes, I agree with you that that is a very real problem.

Dr. Rainsberry: That is just an example.

Mr. Reid: Well the one that we are trying to deal with is instructional TV, which is a legitimate concern of the provinces, and it would be a short-term solution if we went ahead and had a real look at what educational television really is and how we should go populated sufficiently in all areas to justify in about it in this country that is not really some cases the expense.

Dr. Rainsberry: It is really a question of priorities that you must examine in this respect.

Mr. Jamieson: But is there not a practical point too, Dr. Rainsberry? Do you really think it is practical to utilize existing CBC facilities virtually all day long for educational programming in the strict sense of the word?

Dr. Rainsberry: I do not think it is practical without this subsidiary assistance because of the demands and expectations of the Canadian people in other areas of programming. In other words I do not think that I would arbitrarily argue that all general programming entertainment, cultural and otherwise, should be excluded from the daytime schedule because I think this would anger a lot of people, and quite properly so. This is why you get forced into this other area of network.

Mr. Sherman: Could I ask a supplementary, sir, following the line of Mr. Reid's questioning which intrigues me and which constitutes in large part the line of questioning that I had hoped to pursue with you. You raised the point, sir, that if certain hours of the broadcast day were designated for instructional television, as implied by Mr. Reid's questioning, that this would perhaps meet a certain requirement among the general school popu-

lace but it would not answer the needs of agencies like the Department of Manpower and Immigration and people who require retraining programs under the Department. I would like to ask, sir, whether, in the present situation where a great many of us feel that it is necessary to get going on ETV, this might not be rather a contrived barrier because surely if you were going to say to the CBC that certain hours of the broadcast day, say 2:00 to 4:00 p.m., are to be devoted Monday through Friday to instructional television, then those or similar hours on Saturday and Sunday, when children are not in school and working men are home, could be similarly reserved and devoted to carrying programs of the type undertaken by the Department of Manpower and Immigration.

Dr. Rainsberry: I see no reason why it could not be done on weekends. One of the problems with weekend programming in North America at the present time of course is that the multi-channel selection available to children on Saturday mornings for example makes available some atrocious fare for their entertainment and I think that area of obligation has to be met very fundamentally across this whole continent. It becomes then a question of facilities, does it not? Some people want entertainment in the form of football games on Saturday, some want programs for children, others want retraining programs and you are back again to the very problem we have been raising.

• 1725

Mr. Sherman: But you are the head of your household, sir, and if you are in danger of losing your job and the Department of Manpower and Immigration is offering you a retraining course for a new job; a new vocation, a new trade on a weekend, I suggest that if your children want to watch cartoons or football games they are going to have to go elsewhere.

Dr. Rainsberry: Yes, that is quite possible.

Mr. Reid: I have just one more question. You brought up the question of the Department of Manpower and Immigration using it. I do not agree with that because I do not really think that in the type of programming that that Department is going into television will be a vital instrument in the home. It may be vital on a closed-circuit television system in the schools but I have my doubts whether or not you would have the necessary tools and materials available. In the same way, for

example, I have my doubts about the efficacy of university lectures for the simple reason that the way the university courses are set up nowadays they are designed to put the student on his mettle and they go into tutorials instead of large lecture halls. I think television can be an aid in this area but it is not necessary for them to be on an open channel.

Dr. Rainsberry: I think it depends entirely on your conception of what production is in this context. It seems to me that the people responsible for retraining or for university education have to look at two factors: To what extent has the public been so conditioned to the use of television that they must continue the educational process by this means; and then far more important, to what extent does this medium lend itself better to the communication of certain aspects of the material that they have to present than any other means.

Mr. Jamieson: If Mr. Reid will permit, would it not be fair to say too that when you are dealing with open broadcasting you must also take into consideration to what extent you can compete with the other forms of television broadcasting that are available at the same time. Along Mr. Sherman's line of questioning, job or no job, I would think that it would be pretty hard to compete with a football game and a case of beer on Saturday afternoon.

Dr. Rainsberry: Yes.

Mr. Jamieson: In other words, we have to recognize that this is only one element within a very large mix.

Dr. Rainsberry: Yes, this is exactly what I mean and that is what I meant by program priorities; it calls for this very philosophical approach to the assessment of the use of facilities to make sure that your target audience is reached in an effective manner.

Mr. Reid: And this philosophical approach is exactly what seems to be lacking from the presentations, with the exception of yours and Mr. Mountain's, that we have received so far.

Mr. Sherman: That is an excellent long-term goal, sir, but I am talking about short-term goals. I apologize to Mr. Reid.

The Chairman: Mr. Sherman, if you want to proceed now you should apologize to Mr. MacDonald too because he is waiting to question.

Mr. Sherman: I will wait my turn, Mr. Chairman.

Mr. MacDonald (Prince): One of the things that struck me as rather interesting in your presentation, Dr. Rainsberry, were your references to ITV. As you know, we are experiencing great difficulty in defining educational television. We have had both very broad and very narrow definitions. Part of the problem of course is with the very term "education" itself because education, in a very broad definition, can pretty well apply to almost anything. I think it could cover a majority of what is presently exhibited on commercial television. I wonder whether there might not be some validity in thinking in terms of instructional television and designating it as such. It may be that the word "instruction" would have a better symbolic or meaningful value when trying to assign what it is we are going to be establishing here, whether it is an arm of the Canadian Broadcasting Corporation or a separate agency. Do you have any thoughts on that yourself?

• 1730

Dr. Rainsberry: Yes. I think you have to be careful of the historical use of the term. I think it is quite proper to say that when it did begin it was called ITV or what we jokingly refer to as the "talking face". This was to take the place of the teacher in the classroom. It did not work and should not have worked. Then gradually it began to reach out and include enrichment programs which were a part of or relevant to the curriculum. In the early days they called that ETV. It is now as much a part of ITV as the so-called direct instruction. So if you mean formal instruction in the classroom to include both the enrichment of the curriculum as well as direct teaching, then I think it would be accurate. However, I think it would be a mistake to fall into the trap of only confining your interest to that material which undertook the role of the teacher.

Mr. MacDonald (Prince): I noted page 10 particularly, where you indicated the following:

The Canadian agency will confine itself primarily to instructional programming..

Then you went on to ask:

Does this mean that the facilities which the proposed corporation will help provinces to build must be used only for instructional purposes, while the national

broadcasting service will do the enrichment programs as described in Part I Sec. 2g of the new Broadcasting Act?

You answered Mr. Reid a few moments ago, and I want to be correct in this, that you did not think the programming done within the provinces would be basically what we would call cultural programming or programming in the area of public affairs. Am I clear on that?

Dr. Rainsberry: No. Let me put it this way. First of all, I can see any province, of course, having the right to design a series on social studies that might entail five or ten programs to meet a certain area of their curriculum. At the same time I can also see the Canadian Commission on School Broadcasting educators looking closely at the curricula of all the provinces with respect to social studies, agreeing to pool their resources, and through one division or whatever—the CBC or the National Film Board—producing a series of programs that would serve a much larger number of people. They also would probably be able to use more program production resources than would be available at a single provincial level. This does not mean that the first series would not be relevant and useful, but the other would probably have a wider range of use and last a longer time.

Mr. MacDonald (Prince): Let me give you a couple of examples and see if I have a clear understanding of what you are proposing. Suppose within a province there is a local issue which is a matter of great concern—I can think of my own province as an example—and perhaps a question comes up over whether or not two small colleges which have been basically established along denominational lines should be integrated into one larger, nondenominational university structure. It is a question of some concern to the community generally and of some concern to those who are involved with education. In other words, it is a public issue, an issue for public debate. Do you envisage the facilities being used to air these public issues, to give people more information, to allow them to watch a series of public debates and discussions, or even perhaps to broadcast documentaries dealing with the subject? Perhaps these are things that would never be done by a national agency or even a regional agency, but would only exist either within a province or perhaps even within one part of that province.

28024—4

Dr. Rainsberry: Yes, I certainly do. Also I think this would be considered very important program fare by any educational television station in the United States. I can see the local station, private or public, in the area you are serving being immensely interested in taking time to present this, knowing full well that on an issue of this kind the public is likely to understand more quickly than they will through any other medium. Yes, definitely, and I would call it educational to that extent.

• 1735

Mr. MacDonald (Prince): If I may move on to another area. You, of course, developed in some detail your views on making use of the already established CBC facilities through the establishment of a special division at least, and perhaps special facilities within that division. Do you not think there may be some basic difficulty in that concept? Although both regionally and nationally the CBC is responsible for the programming that is aired on radio and television, you are dealing with a fundamentally different situation where the actual structural facilities may be operated by the corporation, but the fundamental responsibility for programming will remain the prerogative of the provinces or of agencies within the provinces.

Dr. Rainsberry: Or, if you like, the commission that represents all the provinces.

Mr. MacDonald (Prince): This is quite possible, although I think even that commission would still be acting only under the joint agreement of the provinces. The basic responsibility will be in the hands of the ten different provinces and surely this creates a fundamental difference of opinion which could create not only real tensions, but perhaps unacceptable or unworkable tensions within the framework of the CBC as it is presently constituted.

Dr. Rainsberry: In other words, you are suggesting if there were divisions, in a certain area of programming you might have to have one policy for one division and another policy for another? Is this what you mean?

Mr. MacDonald (Prince): It is quite possible.

Dr. Rainsberry: Yes, I think it is possible.

Mr. MacDonald (Prince): For instance, you suggested this whole structure might operate under another vice-president, of which we

know there are a number in the CBC, but then directly under the Executive Vice-President and the President of the Corporation. It seems to me that the President and Vice-President of the CBC as it is presently constituted would almost have to be schizophrenic to handle a situation like that. In one area they would remain fundamentally responsible for every aspect of programming that is carried throughout the industry, and then in the other area they would say to themselves, "We are not basically responsible for anything but the operation of the facilities. What goes out as programming is really beyond our right to interfere or our responsibility."

Dr. Rainsberry: I can give two examples of that, one Canadian and one Israeli. The Canadian example concerned news reporting. A developmental approach was being taken to the interpretation of the news and if you as a layman heard it you might think someone was reporting a fact. This caused a good deal of policy discussion over a fairly long period of time until it was decided the provincial authority could determine when the content was factual. Needless to say, it was not decided by the creation of a new rule, but a system was set up where a more intimate dialogue took place. I think in the case of the division I suggested that these problems would be faced in advance rather than waiting for an incident to arise, as you suggested it might. I would not deny for a moment that these are areas of conflict.

The Israeli situation was particularly interesting because, as you know, in that community there is a markedly religious group which we call orthodox who have a very definite opinion about when the world began. We had an issue in a biology program of trying to decide whether we should say, "thousands of years ago", or just "a great many years ago". Having said "thousands of years ago", the fat was in the fire, as it were. Again the same kind of compromise was made, but it will serve to illustrate your point.

I think the only defence I could make is that when a corporation makes a fundamental commitment to an enterprise such as education, it should be prepared to take the policy consequences as well as shaping policy.

Mr. MacDonald (Prince): In referring to the difficulties that were created, you are in a way paralleling not only the questioning which concerns me but also what you have said here today. It may be too strong to say the difficulties were insurmountable, but cer-

tainly they have not been surmounted during the course of experience to date. Perhaps it would be wishful thinking to believe that through the creation of a separate division within the CBC fundamental conflicts could be overcome, particularly in an agency where there is a basic difference of program responsibility.

• 1740

Dr. Rainsberry: I think other values come into conflict as well. It seems to me to a certain extent that a national institution is involved here that is responsible for goals which help all people in Canada to identify themselves with Canadians. I guess I am prepared to take the risk involved in centralizing the agency to the extent necessary to achieve that goal. I do not think the provinces will lose that much control, either. It is a dialogue and I do not see any way it can be resolved. Perhaps it is not desirable for it to be absolutely resolved.

Mr. MacDonald (Prince): But the danger that I see is that we might be affecting to the disadvantage of both. By this combination we might be hurting both the public concept of broadcasting and its responsibilities to the nation, and also the concept that we are trying to develop here with regard to educational programming. Perhaps this relates to something that was said earlier, coming at it from a little different angle, but I do think that it is one danger to which we will have to give very serious consideration.

Dr. Rainsberry: And you are back to the whole problem of what constitutes public service in the area of education, both at the constitutional and provincial level as well as at the national. What I am trying to suggest is that you have to honour both of them.

Mr. MacDonald (Prince): Yes. Perhaps part of this is because of my background as I come from one part of Canada which is somewhat remote from the centre. I think that one of the problems, but also one of the virtues, of the country is the quality that we find in the regions, and perhaps I am concerned that to some degree we might be endangering the regional flavour, identity and integrity that exist through not only centralization, because to my mind there obviously has to be a certain amount of centralization for it to be effective, but also through an attempt to draw all this together in one total package. Perhaps a difference of philosophy or...

Dr. Rainsberry: I think that we must not overlook the fact that built into the whole concept of this paper, as well as the discussions you have been having, and certainly in the Minister's proposal which makes fundamental sense to me, there has to be some way in which the National Broadcasting Agency provides the engineering and technical services required to meet your need. Once you have this means, then you will be able to control it but as it has happened in the past you have not even had...

Mr. MacDonald (Prince): Perhaps my fears that we might lose some aspect of control in this particular suggestion.

Dr. Rainsberry: Well, I would hope not.

Mr. MacDonald (Prince): So would I.

Dr. Rainsberry: This is certainly not my intention.

Mr. Jamieson: If you will permit, what worries me to some degree is that if there is this integration to the degree that you suggest, despite all of its practical advantages, there is within the CBC—and I am sure you would agree with this—a kind of commercial philosophy, a kind of popular network concept. If there was another route, another network, where they could slough off some of the less popular programming, the cultural and the public affairs type of material, the pressures might be almost irresistible to make of the now existing CBC a sort of popular entertainment medium bore. In other words, if anything did not have a rating, the place for it would be on the educational television network. This I see as a possibility.

Dr. Rainsberry: Yes, I think that what lies behind the structure I suggested here is, first of all, the possibility of a community of highly professional people who understand education at all levels. Certainly I used to be in the position of making sure that my standards in broadcasting were not any lower than those of the most professional producer of cultural or entertainment programming. It is this wedding of interests which are basically the same, the knowledge of how to produce an artistic program in radio and television, that we must never lose. I feel that if you separate it and make it too diffuse and scatter it everywhere you will have mediocrity in all corners of the country.

• 1745

Mr. MacDonald (Prince): I have only one more question and it is a question related to

these things that we have been discussing. Do you think the time has now arrived, remembering your years of experience with the CBC and, as you said a moment ago, its purpose, that we should be giving very serious consideration, because of the increased number of private stations and now a private network, to freeing the CBC from its commercial responsibilities so that it can more effectively exercise its full contribution to the cultural and, in the broadest sense, the educational life of the nation?

Dr. Rainsberry: Provided that one did not make the mistake of thinking that the educational and cultural endeavour of the nation is completely divorced from the commercial side of our lives. I do not think it is. I think that we are all socially affected and the very power of things commercial is to some extent our own commitment to this as a way of life. I am concerned that at the cultural level we create an arbitrary and idealistic and perhaps quite unreal situation where we divorce ourselves completely and create an aristocracy that has no contact with the community. This again is what lies behind this, that it is the immense diversity and challenge of a concept like the Corporation that includes things private, public, educational and all these elements that make a society of today dynamic. But I am also arguing that you can go too far the other way and ignore or not have a clear enough idea of what your responsibilities are to the public service. I think my plea is to leave it as it is but strengthen this area of responsibility so that it can serve the public more effectively without cutting itself off from it. Because when you cut it off, then there is the attitude towards a large sector of the society that: "Oh, yes; now that is taken care of. We do not have to worry about education any more." We do have to worry about education, and particularly on the mass media. That is why I do not want to see it cut off in this way.

Mr. MacDonald (Prince): I raised this because we were talking here about educational television or of some aspects of cultural television, which will occupy a very small percentage of the viewing time of the public. We know, at least I think we know, that far too much of the prime time of our national television system has been occupied with not only programs that are not indigenous, but even not the best of programs from other countries, and this has certainly been a disturbing thing to me.

Dr. Rainsberry: This is exactly what I mean, and if we relieve the pressure to the point where we establish clearly marked areas of responsibility and we are prepared to support them, then this problem you have mentioned will not arise.

Mr. MacDonald (Prince): Thank you.

The Chairman: Mr. Sherman.

Mr. Sherman: Thank you, Mr. Chairman. First, I apologize to you, Mr. Reid, for cutting in on some of your time.

Mr. Reid: Not at all.

Mr. Sherman: Second, Dr. Rainsberry, I will keep an eye on the clock and try not to detain you unduly.

Dr. Rainsberry: That is quite all right. Take your time.

Mr. Sherman: I am not so much concerned about the non-indigenous programs or even about the programs that by some standards of measurement, some criteria, are not considered to be of perhaps as high a quality as many of us in this room and outside it would from time to time desire. I think there is a place for the kind of general entertainment programming that the CBC indulges in, in the evenings in particular, and I would hate to see that kind of programming disappear from the CBC or any other network. But I just wondered, Dr. Rainsberry, if we are not confronted here at the moment with making a decision in favour of the lesser of two evils. I was very much intrigued by Mr. Reid's line of questioning because I have similar queries bubbling in my own mind, in my own conscience, about ETV and ITV. It seems that there is no question that we would like, all things being equal, to make some progressive strides in the field of ETV in Canada. The time has long since passed for the initial fundamental steps to be taken, but in the context of the whole situation in the country today, economic and otherwise, I put it to you whether you do not consider that it might be a certain kind of folly if we continued entertaining the idea that the only way we can have ETV is to undertake a great public expenditure at the present time and establish a new network of facilities, a new line of hardware and chrome, as Mr. Jamieson has so colourfully put it. We in Canada, both those of us who have always been laudatory in our remarks and those who have sometimes been critical—constructively critical, I

hope—have taken great pains to build a very substantial, successful and commendable public broadcasting facility from one coast to the other. Very few societies of our size, in terms of population, could make the same claim and take the same pride as we can in this field.

• 1750

If the facilities are there and the money is not why are we considering adding to those facilities and spending money that perhaps is not available? There certainly must be areas in the programming day on the CBC, in your opinion as in mine, that could be put to ETV usage. Would that not be a practical kind of approach to take in this sphere at the present time, always having the long range goal, when it is possible and practical, of setting up a separate facility?

At the present time the programming on the CBC and on the CTV, for that matter—although we cannot deal with CTV within the same frame of reference—is surely not all that vital and valuable on an average day between 10 a.m. and 12 noon or 2 p.m. and 4 p.m. that it could not be devoted specifically to ETV types of programming.

Certainly the commercial aspect of the CBC operation would be interrupted, but this is done successfully in other countries. It has worked successfully in Britain. The television network's programming is interrupted, there is no replacement, and the station or the network ceases broadcasting for a couple of hours and resumes again later in the evening, at dinner time.

People have not repudiated television because of that. It seems to me that it could become a kind of established institution in our public broadcasting life in Canada during the period from 2 to 4 p.m. on Monday to Friday, with singular exceptions. Those exceptions would be items of national emergency, or of great import, such as the assassination of President Kennedy and other events of truly world-shattering importance.

With those exceptions during the period between 2 to 4 p.m. Monday through Friday the facilities of the CBC, the public broadcasting system, the national broadcasting service, would be devoted to an area of Canadian life which has been sadly overlooked up until now, namely, the field of educational or instructional television.

I would very much appreciate your comments on that, having in mind your experience and your service to the CBC, sir.

Dr. Rainsberry: That is a real shot-gun approach to the subject. You have really embraced a number of what I would call the pressure areas that are perhaps peculiar to broadcasting in this country. It may seem presumptuous of me to try to answer them when there are others, former colleagues of mine, who could do it more competently than I but let me try.

First of all, you have raised the question of priorities in programming. I have said that the CBC has always been a very sensitive reflector of the values and attitudes of the public. Their audience-research facilities, along with the commercial agencies whose services they employ, are sophisticated enough to give us pretty accurate estimates of what the public's reaction is. Therefore, we can be reasonably sure, as Canadians, that they know what they are doing when it comes to the arranging of those schedules.

1755

Secondly, it seems to me that this is a question of the money that is there and the extent to which the corporation has been asked to become independent. No matter how he looks at this, it will to some extent shape the way in which those priorities are set and the kind of management that will execute the schedule.

This means that freed, as Mr. MacDonald was suggesting, of some of that pressure it will be easier both to meet the program demands in the educational area and probably to effect redistribution of the moneys that exist by not necessarily adding more.

A further factor is when, in the attempt to raise revenue, programs are sold or produced. Someone will buy them, and this makes a difference to the income. I still argue that some revenue of this sort is valuable in keeping us in touch with our community. If we make it an end in itself then the difficulties which Mr. Sherman mentioned will inevitably arise—and I say that without any criticism of anybody. It just seems to me that it will happen that way.

You referred to the patterns in other countries and in the largely populated centres of Canada adjacent to the United States, where the competition for viewing is very strong indeed. This, too, is going to affect the way in which we schedule programs. You might have the absurd situation where you have an educational program available at a time when the audience ratings are such that we know that

a large audience is available but so also is some commercial program from another network, and everybody is looking at that. But you have one following your educational program which may be commercially-sponsored, on at least one on which you have spent a lot of money, and the problem is to get the people to switch the channel back again. These are the kinds of realities that affect the way program directors schedule their programs.

Finally, in the case of the British situation, I think there are two or three differences there.

First of all we have 20 million people and they must have nearly 60 million in a very small and confined area. I suspect it does not begin to cost them what it costs us to distribute programs. Then there is the factor of a long and independent tradition that will tolerate the lack of availability of programs at certain hours. They simply are not subject to the kind of pressure to which North Americans find themselves subjected. I am not defending it. I merely think that it is a fact.

These are avenues of thought I am giving as a kind of response to the questions you have raised. I still think that if you can contrive some way of clearly defining the area of public service and the public of Canada accepts this as something that they need and want, which should be paid for out of public funds, we will find a way to do it.

The great value of this enterprise is that everybody is taking a very strict and disciplined look at what the problem really is, and I have confidence that you will find a way to do it. I do not think it works as we have it now.

Mr. Sherman: I appreciate your comprehensive answer to what was really a pretty diffused question. I am familiar with what agonies of decision program directors try to maintain their ratings and their viewing and listening audiences throughout the programming day, but with all respect to you and to Mr. Jamieson and to many of those whom I know in the profession, I think it is an exaggerated concern and, to some extent, a red herring when program directors talk about losing their audience at 4 o'clock and therefore never being able to get it back again. I know very few people—and I can certainly speak for my own family—who tune their set into a channel at 2 o'clock in the afternoon and leave it on that channel all day and all evening.

• 1800

Everybody has a working familiarity with the television programming schedule from their newspapers. They know that such and such a program is on such and such a channel at such and such a time. You cannot convince me that there is any danger in channel switching. You cannot convince me that people lock their sets to one channel. If it became an accepted part of the programming day, I suggest that—perhaps there would be difficulty for a month or two—in time the pattern would establish itself. People would follow educational television, if they wished to do so, from 2 o'clock to 4 o'clock in the afternoon. Perhaps part way through the afternoon they would switch to a program of their choice, but then switch back to the originating station at 5 p.m. They do it now if there is a program on that they do not like. There are lots of programs on the CBC in the afternoon now through which I am sure the CBC loses its audience to competing stations. It takes Jackie Gleason or somebody—I am just picking a name out of a hat—or the hockey game to pull that audience back at 7 o'clock at night. I think this is a fact of life in this age of television communication, this age of saturation communication. I think that too much is made of that pseudo problem.

Also, sir, to begin with I would like to emphasize that the audience we are trying to reach with educational television is the school audience or the university audience, the student audience. I agree that ideally five or seven years from now we hope to reach all Canadians and we hope to have an academically-elite, reasonably-intellectual society that tuned into these programs whenever they were available.

Mr. Reid: But I do not think you and I could stand to live in that society.

Mr. Sherman: I do not think we can wait that long either. We want to reach the student audience now, sir. There is a technique of education available to them which is not being utilized and which is not being exploited in this country to the extent it should be with existing facilities. This is the reason for my pursuing this line of questioning.

Mr. Prittie: There is probably no money in the estimates for it anyway.

Mr. Reid: Fortunately.

The Chairman: There was last year.

Mr. Sherman: I see we have reached the point on the clock where I am sure everybody is desirous of some relief. In conclusion I go back to the point where I interjected in the midst of Mr. Reid's line of questioning about the other programs in the area of instruction, the Department of Manpower, the Department of Agriculture and that sort of thing. It seems to me that difficulties have been placed in the way of that argument by members of the Committee referring to football games, beer drinking and all the rest of it. I am sure all of us enjoy those week-end pursuits, but certainly there are hours during the programming schedule on Sunday, if you like, when there are no football games on the air. I submit that there is a facility available to us here which could be utilized at the present time. Nor am I alarmed by the argument that various executives in the CBC would be tortured by having to split their intellectual and professional personalities where responsibility over programming is concerned. The same thing applies right now if you consider the engineering end of the CBC. Those executives who are responsible for the engineering aspect of the CBC operation are not directly responsible for programming. Everybody in the CBC really shares in the over-all exercise which is aimed at excellence in the Corporation. I think the division could be made with much less peril and difficulty than perhaps has been suggested.

This has been the reason for that line of questioning on my part, Dr. Rainsberry, and I thank you for your indulgence. I would like to pursue this further with witnesses who will subsequently be appearing before this Committee because, as I said at the beginning, I really think we are confronted here with the lesser of two evils. If we really feel that educational television is necessary and the time is right to get started on it, then it is a greater evil not to go ahead with it than it is to go ahead with what would really just be a temporary framework along the lines I have suggested.

• 1805

Dr. Rainsberry: I can say nothing but "Hear, hear" to what you have said. I think you are quite right that you cannot wait, the standards have to be set. The most important thing you are saying—to me at least—is that the problem is the establishment of the priorities, and these priorities are a function of the educational purposes you have in mind.

These will determine the use of existing equipment and the extension which it may require. But the more you push into this the more you move from the directly instructional, which is a comparatively non-threatening area, into this very broad area. Then the question arises, "Where does education stop?". It is at this point you begin to tread on the toes of the public who believe in education as long as it does not interfere with the way they want to live. This is where the CBC or any broadcaster gets caught.

Mr. Richard: How would you resurrect the CBC after it had been dead for about five years?

The Chairman: Dr. Rainsberry, after hearing you this afternoon I think we all join in the hope that you will not remain away from Canada too long and that you will be back soon to contribute to the development of educational television in this country.

Thank you again for coming, and I hope we will see you soon.

APPENDIX "Z"

BRIEF SUBMITTED TO
THE STANDING COMMITTEE ON BROADCASTING, FILMS,
AND
ASSISTANCE TO THE ARTS
BY THE
PROVINCE OF SASKATCHEWAN

RECOMMENDATIONS

The Province of Saskatchewan Recommends:

1. That a separate Education Division of the Canadian Broadcasting Corporation be created to act as the Federal Agency referred to in the White Paper on Broadcasting, and that this Division of CBC be provided with the financial resources to enable it to meet the demands for a gradual increase in provincial programming.
2. That the CBC provide the services and facilities of at least six VHF transmitters and their satellites for educational television. (The demand on VHF channels for regular broadcasting in Saskatchewan does not require a change to UHF channels at this time. See Appendix III.)
3. That the CBC provide an educational television studio within the province, preferably in Regina.
4. That the present cost-sharing arrangement with CBC be continued.
5. That the present arrangement for provincial, regional, and national planning of telecasts continue.

To the Standing Committee on Broadcasting, Films and Assistance to the Arts:

The Government of Saskatchewan appreciates the opportunity to present its views with respect to educational television, and to make some comments concerning the proposed fed-

eral agency as outlined in the White Paper on Broadcasting.

Background Information

Under the present arrangement that the Department of Education has with the CBC and with private stations in the province, approximately 85 per cent of the school population is being reached. (See Appendix D.) For the past few years television has been used mainly to enrich the regular elementary and high school curriculum. The use of television for direct instruction to schools and for adult education has been very limited.

The present cost-sharing arrangement with CBC has been most satisfactory. Under this arrangement, the CBC is responsible for the production of school telecasts, with the Department of Education being responsible for the writing of scripts and the payment of performers' fees. Programs are of four types:

- (a) *Provincial*—those prepared and presented specifically for our province.
- (b) *Shared*—those shared by two provinces in common subject areas.
- (c) *Western Regional*—those shared by the four western provinces.
- (d) *National*—those prepared and presented nationally by CBC in accordance with plans made at meetings of the National Advisory Council, (now the Canadian Councils for School Broadcasting-English and French Languages) on which all provinces are represented.

During the five-year period 1961-1965, the number of half-hour educational telecasts presented were as follows:

Year	Provincial	Regional and Shared	National	Adult (In-service for teachers)	Total
1961-62	5	8	80		93
1962-63	4	10	77		91
1963-64	14	24	100		138
1964-65	25	27	72		124
1965-66	48	33	74	20	175
Grand Total					621

Reaction to White Paper's Proposal

The White Paper's proposal envisages a provincial network of UHF transmitters, manned by engineers and technicians, with the responsibility for programming itself resting with the provincial government. For a number of reasons, the Government of Saskatchewan does not support this proposal:

1. For proper utilization, such a network would have to operate throughout the entire school day. On the basis of 10 half-hour telecasts per school day, in three months (60 school days) there would be presented 600 telecasts, approximately the same number as was presented during the entire five-year period, 1961-1966. Our province does not have the producers, the writers, the performers, and the financial resources to produce high quality programs on this scale. In our view, it is educationally more sound to maintain quality with limited increases in programming than to greatly expand offerings at the risk of mediocrity.

2. The proposal, if implemented, would demand a greatly increased staff and other additional costs in the School Broadcasts Section of the Department of Education. In terms of future plans for government spending on education, greatly expanded offerings in television are not a top priority at this time.

3. The initial cost to Canadian taxpayers of providing this U.H.F. Network in Saskatchewan is a matter of concern. As shown in Appendix II, the estimated cost for each transmitter is approximately \$450,000. A preliminary technical survey of Saskatchewan has revealed the need for a minimum of 30 U.H.F. stations to provide coverage to the populated areas of the province. The initial installation cost would therefore be some 13½ million dollars. Add to this figure the annual costs of servicing this network with engineers and technicians, for which no estimates have been provided, and the total cost of providing this transmission facility for Saskatchewan becomes prohibitive. Possibility of purchasing time from local stations should be pursued as an alternative.

The Government of Saskatchewan realizes that only a certain number of Federal dollars, in total, can be provided under federal-provincial fiscal arrangements. Large expendi-

tures for a television network in the province would have the effect of reducing the assistance provided for other more important services.

Recommendations

It would be unfortunate if the impression were left that Saskatchewan is not anxious to expand its educational television offerings. The province is anxious to provide more service, but wishes to move slowly, with only modest increases in spending for this purpose. Accordingly, we are anxious to continue our present relationship with CBC, a relationship which we have found to be very satisfactory in most respects. The Government of Saskatchewan would therefore recommend:

1. That a separate Education Division of the CBC be created to act as the Federal Agency referred to in the White Paper on Broadcasting, and that this Division of CBC be provided with the financial resources to enable it to meet the demands for a gradual increase in provincial programming.

2. That the CBC provide the services and facilities of at least six VHF transmitters and their satellites for educational television. (The demand on VHF channels for regular broadcasting in Saskatchewan does not require a change to UHF channels at this time. See Appendix III).

3. That the CBC provide an educational television studio within the province, preferably in Regina.

4. That the present cost-sharing arrangement with CBC be continued.

5. That the present arrangement for provincial, regional, and national planning of telecasts continue.

Concluding Statement

A Minister's Advisory Committee on Educational Broadcasting has recently been established. Its purposes are outlined in Appendix IV. It is to be hoped that the new federal legislation concerning educational television will permit a good deal of flexibility in order to accommodate unique provincial needs and aspirations, as developed by the Minister's Advisory Committee. Certainly Saskatchewan does not wish to stand in the way of other provinces wishing to move into a UHF network, as suggested in the White Paper, but until a master

plan for future development in Saskatchewan has been designed and the financial implications considered, the province is opposed to the proposal that a new federal agency construct and operate broadcasting facilities for educational television in Saskatchewan. It is our view that there is no need to create another

agency; by expanding the educational services provided by CBC, the future ETV needs of Saskatchewan can be adequately met.

Respectfully submitted,

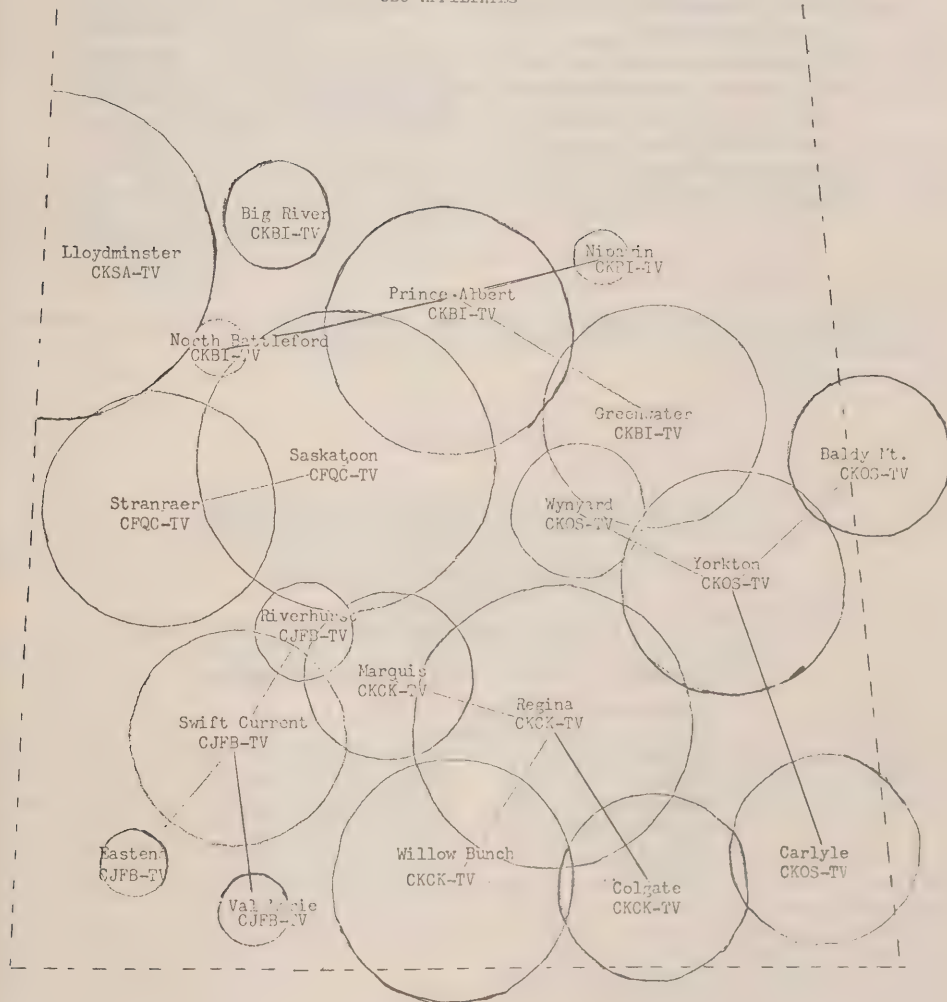
J. C. McIsaac, D.V.M.
Minister of Education.

APPENDIX I TO SASKATCHEWAN BRIEF

EXISTING TELEVISION COVERAGE

COVERAGE CONTOURS

CBC AFFILIATES



(APPENDIX II TO SASKATCHEWAN BRIEF)

Estimated UHF Transmitter Costs
10 KW Transmitter, 600' Tower

Property and Site Improvement and Power Connections (No road construction)	\$ 4,500.00
600' Tower (including erection)	69,000.00
18' x 30' Building	10,000.00
10KW Transmitter, Filter Plexer and Spare Parts	245,500.00
Voltage Regulator	2,500.00
Transmitter Antenna	10,000.00
Transmission Line and Pressurization Equipment	14,500.00
Cost of Mounting Antenna and Installation of Trans- mission Line	1,000.00
Tape Input Equipment (for Black and White)	28,000.00
Station Design, Licensing, Installation and Testing	40,000.00
	<hr/>
	\$425,000.00

Cost of tape input equipment for color transmission (commercial broadcast quality) would increase cost by approximately \$20,000.00.

(APPENDIX III TO SASKATCHEWAN BRIEF)

UNASSIGNED VHF CHANNELS
IN SASKATCHEWAN
as of August 15, 1966.

Station	Channel
Kindersley	9
North Battleford-Battleford	6
Prince Albert	13
Regina	13
Saskatoon	11
Swift Current	12
Wynyard	12
Yorkton	10

(APPENDIX IV TO SASKATCHEWAN BRIEF)

MINISTER'S ADVISORY COMMITTEE ON
EDUCATIONAL BROADCASTING

Purposes:

1. To plan the further development of educational broadcasting in Saskatchewan.
 - (a) To identify the educational needs as they apply to educational television and radio broadcasts.
 - (b) To develop a master plan and to establish priorities as a guide for implementation of an adequate province-wide educational broadcasting service.
2. To give consideration to a unified, co-ordinated organizational structure of a kind that would best serve the broadcasting interests of the Department of Education, the school boards, the University, and adult education.
3. To study the technical needs of educational broadcasting.
4. To provide estimates of the costs of implementing educational broadcasting.
5. To suggest ways of developing and providing program resources for distribution to and interchange among broadcasting centres.
6. To study the various means by which personnel can be trained in technical and production skills, and in the effective use of educational broadcasting.
7. To evaluate research studies with respect to educational broadcasting.

APPENDIX "AA"

A SUBMISSION TO THE
STANDING COMMITTEE ON BROADCASTING, FILMS,
AND ASSISTANCE TO THE ARTS
BY THE
NOVA SCOTIA ADVISORY COUNCIL ON SCHOOL TELEVISION
CONCERNING THE CONTINUANCE AND FURTHER
DEVELOPMENT OF EDUCATIONAL TELEVISION
IN NOVA SCOTIA

The NOVA SCOTIA ADVISORY COUNCIL ON SCHOOL TELEVISION is grateful for this opportunity to submit to the STANDING COMMITTEE ON BROADCASTING, FILMS, AND ASSISTANCE TO THE ARTS the following application for facilities which are required in order to extend and develop the educational television programs now produced in Halifax and disseminated to schools within the Maritime Provinces.

The educational potential of television is being realized successfully, and these programs are making a highly significant contribution to education in the area. This contri-

bution to education should be broadened to include additional school subjects and extended to cover all phases of education from pre-school to adult.

The members of the COUNCIL trust that the observations and requests of the COUNCIL, based as they are on experience, unique in Canada, in the use of school television, will be useful to the STANDING COMMITTEE ON BROADCASTING, FILMS, AND ASSISTANCE TO THE ARTS in supporting the development of good educational use of television in the Atlantic area and possibly in other regions of Canada as well.

On October 14, 1966, representatives of the NOVA SCOTIA ADVISORY COUNCIL ON SCHOOL TELEVISION had the privilege of presenting their views to the BOARD OF BROADCAST GOVERNORS. On that occasion, the representatives emphasized the two major problems hindering the further development of educational television in Nova Scotia—limitation of *air-time* and limitations of *studio-time*. The members of the COUNCIL were pleased to learn that their request for additional air-time resulted in a further one and one-half hours per week being made available during the present school term.

Although this additional air-time has made it possible to broadcast a wider variety of programs for students in the schools of Nova Scotia, it is not a significant contribution and certainly not a final answer to the requirements and requests emanating from this area.

DEVELOPMENT OF EDUCATIONAL TELEVISION IN NOVA SCOTIA

Until recently, the content and methods of education in the schools of Nova Scotia had changed very little for a considerable number of years. Curricula were modified and some new methods of teaching were introduced, but changes were slight. The teacher, within his own classroom, tended to use the methods by which he, himself, had been taught. Changes within the isolated world of the classroom lagged behind changes in technology which had already transformed industry and modified society as a whole.

This slow evolutionary progress in education is no longer adequate. The rate at which knowledge is growing, especially in the field of science, is so fast that even textbooks are out of date by the time they are published. All the pressures of social and industrial change accentuate the need for change in our schools. Greater development of secondary industries and increased mechanization in our older primary industries necessitate increased variety of educational opportunity for our young people. The statement is frequently heard that, however, workers must be retrained several times during their working life in order to maintain their efficiency. This gives a double challenge to the educator who must re-educate himself and assist in the re-education of others. Our schools must keep pace with these changes if they are to serve society as they ought. The economic and social development of the Atlantic Provinces depends upon education adapted to the times.

Merely to change a course of study and to propose changes in method is not enough. There must be changes behind the closed doors of classrooms. No ordinary method of supervision or in-service training is capable of bringing about the necessary changes with the necessary speed but the difficulties are largely overcome by the use of educational television.

Awareness of these facts led Nova Scotia in 1962 to become the pioneers in Canada in the use of television as a major teaching aid in the classrooms of the province. Because of their primary importance in modern technological society, the subjects first selected were science and mathematics and, during the following school year, some 240 lessons were received via television by 4,500 students in their classrooms, all at junior matriculation level (Grade 11).

This service to schools, in its sixth year, has grown until it now (1967-1968 school year) provides ten series of lessons throughout the whole school year directed to eight grade levels (Grades 3, 5, 6, 7, 8, 9, 11, 12) and received by well over 100,000 students within Nova Scotia. As the total school enrolment in 1966-1967 was slightly under 200,000 it will be noted that this is a highly significant proportion of the total school population receiving part of its education by television.

Courses in mathematics and science are still included as the same reasons prevail. French, as a living conversational language, has been added in view of its special importance in Canada and generally in international commerce.

The growth and undoubted success of educational television in this area results from shared responsibility for its development. Control lies in the hands of the Nova Scotia Advisory Council on School Television, a body consisting of representatives of the following—

- N.S. Department of Education—Elementary & Secondary Division
- N.S. Department of Education—Adult Education Division
- Canadian Broadcasting Corporation
- N.S. Teachers' Union
- N.S. Association of Urban and Municipal Boards

The inclusion of representatives of the Teachers' Union has ensured that those best

able to judge the efficacy of the television lessons, the teachers who use them in the classroom, determine the selection of courses and their treatment. Requests and opinions of classroom teachers have really shaped the way in which the whole project has developed.

The presence of representatives of the School Boards has ensured that these Boards are aware of all developments and has permitted them to encourage and assist in the purchase and use of television sets in their schools.

The co-operation of the Canadian Broadcasting Corporation in providing the technical and production skills and services has not only made it possible to provide the service to our schools but also, by taking advantage of their long experience in production, has ensured the highest quality of programs which stand up well in comparison with educational television produced anywhere else. The excellent spirit of co-operation shown by the CBC staff has contributed in no small measure to the success of this team approach.

The Nova Scotia Department of Education has accepted financial responsibility for providing television teachers, printed lesson guides for classroom teachers, rental of studio space, and certain properties and materials used in lessons. In addition, a Supervisor of Audio-Visual Instruction, whose duties include to ensure efficient classroom use of the telecasts, has been appointed. The Canadian Broadcasting Corporation assumed responsibility for production costs, for broadcast from its own transmitters in Nova Scotia for six and one-half hours per week, and also for transmission throughout the area to co-operating private stations. The private stations at Sydney, N.S., and at Moncton and St. John, N.B., and Charlottetown, P.E.I., provide six and one-half hours of air-time, Monday to Friday, as a public service. In addition, they give time on the week-ends throughout the winter for special series directed to teachers and parents. Without this co-operation from the private stations, the rapid development in the use of school television throughout Nova Scotia and in the adjoining provinces would not have been possible.

Since the initiation of the televised lessons, the neighbouring provinces of New Brunswick and Prince Edward Island have shown considerable interest and an Advisory Council was set up for the Atlantic Provinces. This has met on several occasions, with represen-

tatives of the three Maritime Provinces being present on each occasion. The only province not regularly represented at these meetings was Newfoundland.

In so far as our two neighbouring provinces of New Brunswick and Prince Edward Island are concerned, fifty-eight schools in Prince Edward Island are following the telecasts this year because the station in Charlottetown is now telecasting the programs during the mornings. A small number of schools in New Brunswick have used the telecasts regularly and in addition, the New Brunswick Department of Education has received copies of lesson guides which have been distributed to selected schools for experimental reception. It is also interesting to note that one school in Maine listens regularly and reports have been received from listening schools in the province of Quebec. Teaching guides, which accompany all series of lessons, have been supplied on request by the Nova Scotia Department of Education to schools outside, as well as within, Nova Scotia.

Past experience has proved the wisdom of beginning in this province in a modest way, using to full advantage the facilities available locally. The first and most important of these is educational leadership. The active co-operation of the practising teacher is the first essential for success, co-operation which must extend from the planning session, through the studio, to the classroom. In addition, the ability of the Canadian Broadcasting Corporation to provide first-rate production and the readiness of the private stations to ensure full coverage of the province were not wasted. Experience in relation to educational television has revealed the immense educational influence and importance of television and the urgent need to build on this solid foundation in order to come closer to the educational needs of the area. AS MUCH GROWTH HAS ALREADY TAKEN PLACE AS IS POSSIBLE WITHIN PRESENT LIMITS OF STUDIO-TIME AND AIR-TIME WHICH THE CANADIAN BROADCASTING CORPORATION HAS INDICATED TO US THAT THEY ARE FREE TO ALLOCATE AND LARGER PLANS MUST BE LAID.

Problem 1—Limitation of Studio-Time

At present, one studio, provided by the Province of Nova Scotia, equipped and staffed by the Canadian Broadcasting Corporation, operates eight hours per day on five days per week, the normal working hours of one C.B.C. production crew. This studio is in

action for about 30 weeks per year in order to prepare the lessons required. The production is limited to ten lessons per week. Three series of lessons have been retained on tape from 1966-1967 for rebroadcast during the current school year.

The following methods of increasing the number and variety of lessons for telecast are possible—

1. Retain lesson series on tape from one year for re-use in subsequent years. Three series of lessons, taped during 1966-1967 are being re-telecast this year and two hundred and seventy taped lessons will be held over from the present school year for use in 1968-1969. There are practical limits to this solution. One of the advantages of educational television is soon lost—the advantage of being completely up to date. In addition, the capital cost of tapes is considerable.

2. Purchase or rent taped lesson series from other sources. In practice, the number available is limited and they rarely agree exactly with local curricular requirements.

3. The operational period of the studio could be increased beyond the present thirty weeks per year and could, if necessary, include evenings and week-ends. This would require additional operational staff from the Canadian Broadcasting Corporation.

4. The Nova Scotia Department of Education could build, equip, and staff an independent studio to prepare the additional lessons. This would require duplication of facilities and the necessity of meeting the production standards of the C.B.C.

Problem 2—Limitations of Air-Time

Ideally, school programs should be available from 9 a.m. to 4 p.m. with educational programs for adults beyond these hours.

The present allowance of air-time from the Canadian Broadcasting Corporation and the private stations is six and one-half hours per week, sufficient for the current eighteen 20-minute lessons per week, four of which are repeats. In addition, the private stations give time on week-ends for telecasts for teachers and parents.

The following methods of increasing air-time are being considered by the Council—

1. The Council could ask the Canadian Broadcasting Corporation and the private stations to increase the time allocated for school

telecasts. The distribution of programs to schools takes place within the regular broadcast schedule of these stations so that only minor expansion, if any, is possible. The existing system does not offer any possibility of a complete solution. In order to achieve the desired service to education, some alternative system of distribution must be found.

2. Introduce closed-circuit television (microwave and cable) to permit 9 a.m. to 4 p.m. service. This method is prohibitively expensive and there would be considerable difficulty in distributing lessons by closed-circuit to the hundreds of classrooms scattered over the whole province. The associated elimination of home-viewing of educational telecasts would not only limit severely the application of television to adult education but would also make it impossible for parents and others to watch school telecasts or for students to keep up with class work by following telecasts at home when absent from school—two minor, yet important benefits arising from public broadcast of school lessons.

3. Establish a broadcast educational television network. Sufficient VHF frequencies are not available. This would necessitate the use of UHF channels, requiring a survey to determine the number, location, and power of transmitters needed to serve the area. It is suggested that the following would probably suffice—

Yarmouth	Channel 14
Liverpool	Channel 24
Middleton	Channel 19
Halifax	Channel 15
Stellarton	Channel 18
Amherst	Channel 41
Mulgrave	Channel 23
Cheticamp	Channel 55
Sydney	Channel 15

This is the only practical method of meeting the conditions and needs revealed by the experience of the past five years in Nova Scotia. It allows for telecasts to schools during the whole school-day, late-afternoon telecasts for teachers, and adult education programs to be received in the home as well as in special centres at any suitable time. It is assumed that the national development of UHF channels will lead manufacturers to offer suitable receivers for sale.

Requests and recommendations

In view of the circumstances described above and the urgent need to provide additional series of lessons on television in this

area, the Nova Scotia Advisory Council on School Television requests that the Standing Committee on Broadcasting, Films, and Assistance to the Arts take the following action—

1. Recommend reservation of a sufficient number of UHF channels for use at some future date for a network of transmitters to meet the educational needs of Nova Scotia. The successful association between the Canadian Broadcasting Corporation and the educational authorities in Nova Scotia prompts the Council to recommend that this educational network be planned, established, and operated by the Canadian Broadcasting Corporation and its affiliates. An alternative would be the operation by the Council of an educational network financed by the federal government. Content of programs would be determined by local educational requirements. Nova Scotia now has the experience to make full use of such a system as soon as the transmitting facilities are available.

2. As it is more economical to plan on a regional rather than on a provincial basis, the Council recommends that the above network be part of the whole development in educational television likely to take place in Eastern Canada in the near future. Capital and maintenance costs will be such as to make federal involvement essential.

3. Our experience in Nova Scotia with educational television leads us to believe that co-operation among the Atlantic Provinces in

the production of lessons is desirable. It would be more economical and more efficient to produce the majority of programs from one central point. Agreement among the Atlantic Provinces on curricula at the elementary levels could be arranged, and the use of television in elementary, junior and senior grades would tend to assist those portions of the curriculum that are common to courses prescribed in the different Atlantic Provinces.

We are further of the opinion that the educational television needs of Canada can be served best if four distinct administrative areas could be developed—the Atlantic Provinces, Quebec, Ontario, and Western Canada—with the guidance and help of the Canadian Broadcasting Corporation. A central authority could be useful in helping each area develop the programs suited to its own needs, in preventing duplication of effort and in providing a truly Canadian educational network.

The Nova Scotia Advisory Council has been aware for some time of the need in Canada for a centre for the training of producers, writers, educational technologists, and presenters of educational programs on television. A scheme for establishing such a centre in the Atlantic Provinces is under active consideration and the interest and support of the Standing Committee on Broadcasting, Films, and Assistance to the Arts in its development would be helpful.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

Copies and complete sets are available to the public by subscription to the Queen's Printer. Cost varies according to Committees.

Translated by the General Bureau for Translation, Secretary of State.

ALISTAIR FRASER,
The Clerk of the House.

HOUSE OF COMMONS
Second Session—Twenty-seventh Parliament
1967-68

STANDING COMMITTEE
ON
**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 19

LIBRARY

APR - 11 1968

TUESDAY, MARCH 12, 1968

Respecting the
Subject-matter of broadcasting and televising
of Educational Programs

WITNESSES:

From the Canadian Association for Adult Education: Mr. Gomer H. Markle, Vice-President; Mr. Arthur F. Knowles, Chairman of Executive; Mr. Bert Curtis, Chairman, Standing Committee on the Community College; Mr. Earl Rosen, Co-Chairman, Communications Committee.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968

STANDING COMMITTEE ON BROADCASTING, FILMS
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Asselin
(*Charlevoix*),

Mr. Basford,

Mr. Béchard,

Mr. Brand,

Mr. Cantelon,

Mr. Cowan,

Mr. Fairweather,

Mr. Goyer,

Mr. Jamieson,

Mr. Johnston,

Mr. MacDonald (*Prince*),

Mr. Munro,

Mr. Nugent,

Mr. Pelletier,

Mr. Prittie,

Mr. Prud'homme,

Mr. Régimbal,

Mr. Reid,

Mr. Richard,

¹Mr. Schreyer,

Mr. Sherman,

Mr. Simard—(24).

M. Slack,

Clerk of the Committee.

¹ Mr. Schreyer replaced Mr. Mather after morning sitting of February 29.

MINUTES OF PROCEEDINGS

TUESDAY, March 12, 1968

(35)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 9.55 a.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Béchard, Berger, Brand, Cantelon, Fairweather, Jamieson, Johnston, Pelletier, Prittie, Reid, Richard, Sherman, Stanbury—(13).

In attendance: From the Canadian Association for Adult Education: Mr. Gomer H. Markle, Vice-President, C.A.A.E., Director of Education and Welfare. United Steelworkers of America; Mr. Arthur F. Knowles, Chairman of Executive, C.A.A.E., Director, Instructional Aid Resources, York University, Toronto; Mr. Bert Curtis, Principal, School of Applied Arts, Algonquin College, Chairman, Standing Committee on the Community College, C.A.A.E.; Mr. Earl Rosen, Co-Chairman, Communications Committee, C.A.A.E., Supervisor of Continuing Education, Metropolitan Educational Television Association, Toronto.

The Committee resumed consideration of the subject-matter of broadcasting and televising of Educational Programs.

The Chairman introduced the delegation from The Canadian Association for Adult Education; Mr. Markle made an introductory statement and then Mr. Knowles read the supplementary brief of his organization.

Agreed,—That the original brief of the Canadian Association for Adult Education, dated September 1967, be printed as an Appendix to the Proceedings of this day. (*See Appendix BB*).

Messrs. Knowles, Curtis, Markle and Rosen were examined on various aspects of Educational Broadcasting and supplied additional information.

Agreed,—That the brief from the Royal Ontario Museum; the letter from the Institute of Professional Librarians of Ontario, dated January 28, 1968; and the letter from Mr. Fred Gudmundson, of the Saskatchewan Farmers Union, dated December 7, 1967, be printed as Appendices to the Proceedings of this day. (*See Appendices CC, DD and EE*).

The examination of the witnesses being concluded, the Chairman thanked them for their assistance to the Committee.

At 12.20 p.m., the Committee adjourned until 9.30 a.m. on Thursday, March 14.

M. Slack,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, March 12, 1968.

• 0955

The Chairman: Gentlemen, I will call the meeting to order.

The witnesses this morning are from the Canadian Association for Adult Education. Mr. Arthur F. Knowles, Chairman of the Executive of that Association and Director of Instructional Aid Resources at York University is the chairman of the delegation. With him are Mr. Gower H. Markle, Vice-President of the Association and also Director of Education and Welfare for the United Steelworkers of America; Mr. Bert Curtis, Chairman of the Association's Standing Committee on the Community College and also Principal of the School of Applied Arts of Algonquin College in Ottawa; and Mr. Earl Rosen, Co-chairman of the Communications Committee of the Association and also Supervisor of Continuing Education for the Metropolitan Educational Television Association of Toronto.

Mr. Markle is going to introduce the presentation.

Mr. G. H. Markle (Vice-President of Canadian Association for Adult Education): Mr. Chairman and gentlemen, may I say first that we appreciate this opportunity to meet with you and to speak on behalf of the Association on this most important topic of educational broadcasting and educational television. We have made a presentation on a previous occasion and today we bring a supplementary document.

I will call on Mr. Knowles, the Chairman of our group and our spokesman, to make our presentation to you.

Mr. Arthur F. Knowles (Chairman of the Executive of the Canadian Association for Adult Education): Thank you, Mr. Markle and Mr. Chairman.

I would like to ensure that the brief which we presented to the Committee does become a part of the record. There are additional copies available from the secretary in both English and French for those who have not had an opportunity to study it.

Very briefly I will summarize the points that we believe need to be stressed. I think we have spoken to these points in our supplementary brief, which I should like to read.

I want to stress the fact that we are concerned with the adult education and continuing education aspects of education which is an area in which we feel some special competence and have an interest. We are also going to comment again on the question of ultra high frequency and very high frequency allocations. We will have some remarks about the definition of educational programming which we gave in our own brief and which is a part of the notes to the proposed bill. We will also comment briefly on the structure of the proposed Canadian educational broadcasting agency.

I should like to read our supplementary brief, copies of which are available also for the members of the Committee.

Mr. Chairman, further to the brief submitted to the Committee in September, 1967, it is the continued view of the Canadian Association for Adult Education that what we need is an educational broadcasting system that will give individual Canadians, young and old, the greatest resources to satisfy needs for education, information and enrichment, and that will strengthen the capacity to achieve personal development and autonomy of judgment. We believe that Canada needs a system whose directions will not only broaden and increase the range of information and facts, but will also widen the sources of opinion, and expand the cultural experiences so essential to the continuing education of adults.

Since the position of the Canadian Association for Adult Education was stated in the Brief submitted to the Committee in September, 1967, we shall restrict this supplementary brief to reactions to the *Outline of Some Possible Federal Legislation* submitted to the Committee on February 8, 1968, by the Secretary of State, and to statements made before the Committee by previous witnesses.

The fear has been raised before this Committee that provincial educational broadcasting systems, controlled by a provincial government, could be used solely to express the policies of that government. It is our view that this is a concern which can be offset by ensuring that the ETV system proposed in each province does not become a communications monopoly of a single point of view.

• 1000

Throughout Canada, citizens should continue to be assured of access to a wide range of programming, provided by CBC stations, private commercial stations, and ETV stations. Given such a widely diversified communications structure, including access to radio, the press, and film, and assisted by the vitality of the democratic process in each province, it is unlikely that any government in Canada could successfully ignore these democratic traditions. The Honourable Miss Judy LaMarsh, in a statement to this Committee said: "Federal policies in the field of communications must not work to impede but to assist provincial authorities to discharge their responsibilities for education." The Canadian Association for Adult Education concurs, but wishes to express the conviction that the structure of the proposed ETV system must be effectively insulated against political influence.

An equally fundamental issue, of course, relates to the definition of educational television. Any definition of educational television must of necessity be based in the realities of educational and broadcasting structure within which it must operate. In that sense, the definition in the *Outline* of the notes to the Bill, similar in approach to the European Broadcasting Union's definition of ETV is not entirely applicable to the Canadian educational structure, particularly for adult education. Adult education in Canada is not represented exclusively by the institutions of formal education. A great deal of education takes place through informal activities by a host of private organizations and institutions, of which I might mention the CAAE represents 300 to 400. An important concept in adult education is that of self-learning. Unlike elementary and secondary school education, adult education takes place in response to the felt needs of the individual learner, rather than to the institutional objectives of the educational structure. Frequently these needs are best met through prescribed programs at institutions of higher education, but very often they

are met by programs, either explicit or implicit, designed by the individual to satisfy his own requirements. In the case of the self-teaching or self-taught man, only he can plan, carry out and evaluate his educational program. Educational television, using its tremendous power to stimulate and motivate, can play an important role in this self-learning process without actually structuring the learning experience through the use of formal curricula, notes, examinations, and so on.

Any definition of ETV must recognize that a diversity of programming, reflecting varying levels of interest and concern, is essential. In addition to providing opportunities for formal instructional programs at all levels, ETV should offer programs presenting local and regional cultural events as well as developing programs on themes reflective of the community environment. I might add that we placed in our formal brief presented in September a definition of educational programming which I draw to your attention.

Of course, in order to fulfil successfully this motivational role of educational television, it must be readily available to the adult in his home. We submit again that the best available channels, VHF wherever possible, should be allocated for the development of educational television. This question of ready access to the signal is crucial in the development of ETV, for in many cases the people who could best be served by ETV, the people who have not been reached by more conventional methods of adult education, are the very people who can least afford or are least likely to spend the money necessary to obtain UHF converters or to buy all-channel receivers in the immediate future.

We submit that the overwhelming response to the TEVEQ basic adult education project in Quebec, enrolling over 35,000 students in a basic education program in the Lake St. John area and probably being watched by several times that figure, is the latest proof of the potential of ETV to stimulate a large number of adults, most of whom were unlikely to respond to other methods of adult education to further their education.

In clause 2D of the *Outline*, educational programs are described as being

presented on a regular and progressive basis to provide a continuity of program content aimed at the systematic acquisition or annihilation of knowledge...

While most formal education conforms to this definition, not all education need be progres-

ive and systematic. Much informal learning is cumulative, often based on non-sequential, autonomous, stimuli. We refer you to the ideas expressed in the letter of Peter Swann, Director of the Royal Ontario Museum to this Committee as one type of non-systematic, but cumulative form of education. I understand that either has been distributed to the Committee.

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One of the assumptions made by several witnesses before this Committee, particularly Mr. Howard Mountain, is that educational television is a mass medium. Certainly we would not quarrel with the fact that television is capable of reaching a larger number of people than any other form of communications presently available, but it is not in its capacity to reach a large number that makes any medium of communication a mass medium. It is its attitude to the audience that makes a medium a mass medium. Thus while the everyday English language is a mass medium, the very specialized languages of the physicist or sociologist, for instance, are not mass media, for they are only understandable by a small number of people with specialized training and understanding. Similarly, most educational television is not "mass" television, aimed at large, undifferentiated, homogeneous audiences. Educational television is generally aimed for more specialized groups and related to the specific educational level interests and needs of that group. While the medium might be the same for commercial or public and educational television, certainly the message is quite different. A letter from Dr. Andrew Kapos, formerly of CBC Research, referring to the very thorough research project he conducted about the CBC-ETA series *Let's Speak English* produced in 1961-62 makes this point:

From the fate of this program alone it would seem clear that adult education courses have to be planned and administered in an atmosphere pervaded by educational objectives, rather than general mass media objectives of attracting at all times the largest possible audience for current information and entertainment. Educational programming is quite different since it must apply itself to meet the educational needs of specific populations...

...the shortcomings of ETV which came out so glaringly in my own...

That is Mr. Kapos'

...CBC audience research were not primarily due to the nature of television, but rather to the lack of autonomous adult education management for the generation execution and evaluation of ETV offerings.

It is the inability of many people, including many educators, to perceive this very crucial difference between mass medium television and educational television which has brought about a great deal of confusion regarding the nature of educational television. Educational television is orientated toward the needs of the individual viewer, while mass medium television is orientated toward the interests of the mass audience and of the broadcaster himself.

The matter of regulation of educational television is, of course, a complex issue. We welcome the recent statements from the Honourable William Davis that the provincial authority for ETV in Ontario will be broadly representative of different areas and levels of education. Referring to section II (A), (ii) of the brief of the CAAE, we reaffirm that the federal body, the CEBA, should be chosen of people who have made distinguished contributions to education, arts, letters or science, or in communication or in contributions to community life generally, and should be widely representative of levels of interest and education. In respect to section 3(1) of the *Outline*, we recommend that a board of directors of 12 members, 3 of whom are selected from the public service of Canada, be established to represent more adequately the many educational views and interests across Canada.

We would also like to draw the attention of the Committee to the recently formed organization, the Educational Television and Radio Association of Canada, formed as a result of the National Seminar on Educational Television sponsored last April by the CAAE. This new organization is being designed to serve the needs and interests of educational television and radio across the country. As this new organization develops, we expect it to play an important role in the development of educational television in this country.

The impact of the newer media of communication, particularly the electronic media, is that of an exciting and powerful agency of education and learning. I believe, Mr. Chairman, that you have referred to it as having

considerable sexy quality. The purposes of education today can be redefined as being primarily to help children and adults to learn how to learn from their own experiences, from one another, from the media, from other resources as well as from teachers.

• 1010

More and more schools, colleges and universities will perceive their role as stimulators of a process of lifelong self-education. Such a radical change in the traditional goals of schools requires a new look at curriculum, methods and teaching procedures. In this change, broadcasting can make a major contribution to the process of life-long learning.

This supplementary brief is respectfully submitted by the Canadian Association for Adult Education.

The Chairman: Thank you, Mr. Knowles. The brief which the Association forwarded to the Committee last year, at a time when this study was anticipated but not yet begun, was referred to by Mr. Knowles. All members of the Committee have received copies of that brief. Is it agreed that the brief be appended to the minutes of today's proceedings?

Some hon. Members: Agreed.

The Chairman: Mr. Prittie?

Mr. Prittie: Thank you, Mr. Chairman. I will first refer to a matter which has continually arisen in this Committee. It is the question of how control over educational television is exercised in each province. On the first page of your supplementary brief you say that ETV must be "effectively insulated against political influence". Earlier in that paragraph you seem to indicate that our existing structures are sufficient for that. That seemed to be the point you made in your letter to the *Globe and Mail*, Mr. Knowles, about two weeks ago. Then you go on to refer to Mr. Davis's statement and you welcome it as the sort of thing you would like to see.

If one accepts the traditional jurisdictions about education—which I do not, but which the majority seems to—is there anything this Committee can really do about that? Do we not leave it up to the province to determine what authority within each province shall administer educational television? Is there anything the federal government can do about that, if one takes as gospel the idea that education is exclusively a provincial matter?

Mr. Knowles: As I said in my letter to the Editor of the *Globe and Mail*, it seems to that in a sense this sums up the constitutional dilemma. It is particularly dramatic in the area of broadcasting and education. I think in the long run we have no recourse except to change the constitution to enable a better relationship or a different relationship to exist between the functions of education on the provincial as well as the federal level.

In the short run I can only express my personal view that you gentlemen are going to have the greatest difficulty legislating this. The problem really revolves around a willingness to co-operate on the part of the provincial jurisdictions in this area. I think the proposal Mr. Davis has been making in Ontario for a representative body—whose structure I am not informed about nor, for example, do I know how it will report to the legislature or to the government—has the germ of a spirit with which I am in full agreement. How to ensure that the system will not be abused, I simply do not know. Probably this is a matter which this Committee has discussed at great length. However, I would be inclined to think the structure at the federal level must also have a close working co-operative relationship with each of the provincial educational bodies or agencies, which I do not see specifically developed in the notes for the legislation.

Mr. Prittie: Yes. On page 5 of your supplementary brief you refer to the composition of the Canadian Educational Broadcasting Authority. You state:

... the CEBA, should be chosen of people who have made distinguished contributions to educations, arts, letters or science...

It again seems to me if we take the attitude that this is strictly a provincial matter, it does not matter whether we choose people who are distinguished in these fields or not. We probably should pick engineers and technicians if they are not going to have very much to say about what goes on the air in the various provinces.

• 1015

Mr. Knowles: I would suggest this is a very legalistic view of the relationship that must exist. Surely there must be a very strong element of good faith and co-operation in these interim years before we get a more satisfactory constitutional relationship.

Mr. Prittie: Yes. It may be legalistic, but I think this is what you will be faced with from the provinces. While Mr. Davis was very co-operative here the other day, and I thought a very good witness with good ideas for Ontario, he made it quite clear that they had jurisdiction with respect to education and intended to keep it and that his province would not be the only one to say that.

While I would like to see the kind of set-up you have suggested, I really cannot see it having any authority in the question of programming, quite apart from in-school broadcasting, even the type of program you are talking about, which I hope we could develop in that way. As things stand at the present time would you agree that it is up to every province to determine the kind of authority and that you are at the mercy of each province in that respect?

Mr. Knowles: Mr. Chairman, I believe Mr. Curtis would like to make a comment here, and I agree with Mr. Curtis's statement.

The Chairman: Mr. Curtis?

Mr. B. E. Curtis (Director, Canadian Association for Adult Education (Toronto)): I agree that in the present establishment in Canada this decision is probably going to be made by the provinces. However, I think it would be underestimating the validity and the influence of this particular Parliamentary Committee if in its recommendations it failed to point out to the people and to the Government of Canada that there is a particularly acute problem here relating to political control of any kind of broadcasting. I do not believe this Committee is either going to do the legislating or to act in the provinces, but I think the Committee has a very strong responsibility to make it clear across the country that this is something the citizens of every province must necessarily guard against. I think it is not beyond the purview of this Committee to politely but firmly remind the Ministers of Education of Canada that as educators they have a responsibility to defend the idea that political control over any broadcast enterprise is something we have been at pains to safeguard against in Canada. I think the Committee has a profound responsibility to make this very clear, although I agree with you that this is not something which can be legislated here.

Second, I think there is this added danger that should be considered by the Committee.

At the present time throughout Canada the enterprise of elementary, secondary and post-secondary education is undergoing very difficult times. Although at many points within the system individuals and organizations say the system tends to be obsolescent and may in fact not be concerning itself about the vital points of education on a day-to-day basis, we have a monolithic system and it is very difficult to change. Even though there are many people who would like to see it change in response to the changing world we live in, it does not change very readily. In fact it is in very grave trouble in any city or province you can name in the country simply as a matter of educational obsolescence. If, on the recommendations of this Committee, the power and weight of educational television is added to the present system in a way that maintains the status quo, then this Committee will have done a great disservice to the country.

• 1020

What is needed is for the use of this exciting medium to help educational systems at all levels to get themselves out of the binds they find themselves in at the moment and the only way this is apt to happen, it seems to me, is by some kind of provincial authority that includes a far wider range of operational people feeding inputs into it than the established education authorities. I think this is understood in a number of provinces, but I think it needs to be reinforced for these two reasons by the deliberations and recommendations of this Committee.

Mr. Prittie: Thank you.

Mr. Markle: Mr. Chairman, may I suggest to the Committee that it is in this area of continuing education for adults that there appears to have been a precedent established already in a working relationship between the federal and provincial governments, particularly in the area of manpower development and manpower training. In spite of all the problems that we have had in the past year, it seems to me that this is stabilizing itself and establishing a working relationship.

We are particularly concerned in the educational opportunities offered to the adult population through these media and I am particularly concerned that the adult population—the working population—have access to programming on television that is available at times when they can view it and on

a channel they can receive; for example, the working people in our plants, the man who may have served his apprenticeship as a welder and received his journeyman's card perhaps 15 years ago and not had the opportunity to be upgraded or brought up to date in the new techniques and technologies at his particular trade.

I feel that educational television has a splendid opportunity to present him with new metallurgy, with the new techniques and technologies involved in his particular specialization. It seems to me that it is here that in this sort of relationship, while it has a vocational content, a precedent has been established to work this out in a reasonable way and I think in adult education this can be worked out perhaps more simply than in other areas.

Mr. Prittie: Thank you. I do not have to be sold on that idea. If this develops the way you would like it to, do you see the daytime hours being used for in-school broadcasting and the evening hours for the type of thing you have mentioned, plus the other types of adult education?

Mr. Knowles: We are reasonably convinced. Perhaps Mr. Rosen might like to add to this, but personally I feel very strongly that this rather arbitrary division between daytime and nighttime as the sort of natural distinctions between elementary and secondary school education on the one hand and adult education on the other is completely specious. You know, there are hundreds of thousands of women in Canada who do not leave their homes in the daytime who could be the recipients of valuable programs during the daytime hours.

Now, again, if the preoccupation of the formal educational authorities is going to be with elementary and secondary school education for children, this would be ruled out. But from a variety of institutional viewpoints—the community colleges, the colleges of applied arts and technology across the country, organizations like the CAAE and others—they will want to use the total hours in the day for a variety of purposes. It seems to me that the specific hour relates to the requirement of that particular audience or its availability, if you like. Mr. Chairman, perhaps Mr. Rosen would like to comment.

Mr. Earl Rosen (Chairman, Communications Committee, Canadian Association for Adult Education): I think the point of making

it available to adults in the home is very important, particularly when it relates to people who otherwise could not get to an institution. Primarily there would be housewives, often with young children, or groups that are not able to make the bridge from the home environment into a formal or semi-formal academic environment.

• 1025

I believe the proposal I prepared at META for programming for Italian women has been circulated to the Committee. This is, for instance, a group of women in Toronto, many of whom are unlikely to go to a school because they just are not prepared. The school system is something foreign to them. Most of them cannot go out at night and during the day they have family responsibilities. We would like to make use of educational television to reach them in their homes during the day when they would be most responsive to learning.

Another possibility is for shift workers who cannot fit into the normal nine-to-five educational pattern of day schools or the evening schools, but who would be able to catch programs during odd hours during the day. So, I think this artificial division of nine to thirty for school would seriously handicap the development of a broad range of adult education programming.

Mr. Curtis: Mr. Chairman, I think there is another factor involved in this seemingly generally accepted, but nonetheless specious, distinction between daytime programming for adults and evening programming, and that is that it is widely acknowledged in the country that there is a need to support families, family life and good family life education.

One of the hazards of family life in Canada at the moment and what tends to happen is that the emphasis is on the fact that what is important to children and young people goes on outside the home, and what is important to the parents tends to go on inside the home. Broadcasting into homes during the day, when young people and mothers particularly are there, such programs as will jointly appeal where learning takes place together is a pretty important potential function for educational television. If we fall into the trap of saying that during all the hours when public schools are open the educational television broadcasting will be beamed into classrooms, we will neglect a vital function in the home for education of the whole citizenry.

Mr. Prittie: Mr. Chairman, I have just one other question. Do you see educational television in Canada as being primarily local broadcasting or do you see also some type of network connection so that at times it can be national?

Mr. Knowles: Again, perhaps here is a role for a national educational broadcasting agency or authority that can facilitate networking where this seems to be desirable or meets certain kinds of needs. But it seems to me that the evidence of educational broadcasting around the world indicates that there are valuable roles to be played by agencies that operate on a local basis or on a metropolitan area or regional basis such as META in Toronto or MEETA in Edmonton, and there are also state or provincial functions to be performed.

There are differences in need and level and these can best be handled—I am very anxious, and I think I reflect the CAAE's viewpoint here, to see that there is widest possible flexibility of programmings—so that in Vancouver or Toronto or St. John's there is an opportunity for the expression of local educational concerns and problems.

But there are some other factors involved too and we allude to them briefly in the supplementary brief. There are seldom opportunities for local dramatic talent to get played on either the public broadcasting or commercial stations with the exception of a few enlightened station operations such as CJON in St. John's. There are so many activities that go on in local communities that never see the light of day.

Again this is a characteristic of the new technology, the electronic technology that permits the locus, if you like, to be enlarged through the electronic means. I hope quite honestly that when Parliament is in session it will soon be heard by radio across the country and, in the fullness of time, on television. It seems to me that this would be a very valuable contribution to public understanding. Whether this is a part of the educational function I am not sure, but obviously it has national implication.

To sum up, I think we need to have the opportunity to have access to airwaves for a whole range of purposes not stopping, incidentally, at the national level. For education we ought to be able to procure and provide the best material from Britain, or Australia, or France, or, in the fullness of time, from Africa, or Latin America.

• 1030

Mr. Prittie: But would you agree that primarily most of the broadcast hours would be locally- or regionally-based?

Mr. Knowles: I am not sure of your adjective...

Mr. Prittie: That the use of the educational television facilities would be largely for local or regional rather than national programming?

Mr. Knowles: If you wish to make that distinction I would agree with it. There has to be a range of local, regional, provincial, national and international-sourced programs.

Mr. Prittie: Thank you, Mr. Chairman.

The Chairman: Mr. Jamieson?

Mr. Jamieson: Gentlemen, on the basis of what you have said I take it that nothing less than total control of programming and access to the medium would be adequate for adult education purposes. You have mentioned the need for daytime programming and for a score of other types. This would seem to suggest that to meet your objective you would need to have access to at least a channel most of the time.

Mr. Knowles: Mr. Chairman, I believe that in the years to come the quantity and character of educational programming will require that. Even within the next five years I can envisage in the Toronto area at least two educational channels being necessary to provide for the diversification of programs at any given hour of the day.

I suppose you are going to suggest that some of these needs can be met by other means such as the 2500 megacycle system, or by other technological processes. I agree that these can meet some requirements, but for many other purposes only the broadcasting medium will, it seems to me, be practical.

We do want access, and I think "access" is the proper word rather than "control". We would like to feel that organizations such as the CAAE, or their equivalent on the local or provincial level, would share in the decision-making about programming policy so that there is a developed and continuing awareness of adult education programming requirements.

Mr. Jamieson: We have had a great many witnesses before this Committee. The elemen-

tary school teachers said that they have to have all of the hours when the schools are in session. Their fairly general view was that to make educational television meaningful from a classroom, instructional and enrichment point of view they would need all of that.

We also heard from the Teacher's Federation. They said that, in addition, they needed time for in-the-field training of teachers. I think we deduced from what they said that this in itself would probably take up perhaps one, two or three hours daily because of the necessity to repeat and to conform to different patterns in different areas.

We then had the observation that manpower training, or, if you like, purely instructional adult education, was also a very wide field, and that many people felt that we needed to put a great emphasis on that. I think I am interpreting you correctly when I say that you would like at least to have access during the daytime hours and also at night; and, generally, that you could employ a facility pretty extensively, or almost to the maximum that it was made available to you.

I put it to you that that total, in terms of needs, is far greater than any one facility is going to be able to meet. If we establish on the basis of a single facility would any one of these activities, laudable though they may be, really get enough time on the air to do a meaningful and effective job?

• 1035

Mr. Knowles: Perhaps, Mr. Chairman, some other member of the delegation may wish to comment on this.

I hope Mr. Jamieson is not suggesting that because one cannot meet some needs one should reject the possibility of serving any.

Mr. Jamieson: No, I was not suggesting that at all, Mr. Chairman. I am simply suggesting that we have to examine a number of approaches to this over-all problem, otherwise we could finish up with a smorgasbord in which nobody would really have enough time on the air to do any of these things.

Mr. Knowles: What we have been doing is asserting the principle of the function of educational broadcasting, including the total spectrum of educational requirements from the cradle to the grave, if you like.

Our concern is that as the legislation is developed there be an adequate understand-

ing and that when the total structure becomes formed it will be capable of reflecting the needs of adults as well as the formal, institutional requirements of elementary and secondary school children.

I would further like to emphasize that the broadcasting technique, as distinct from other closed-circuit techniques, or techniques of videotaping, and so on, is surely the area of greatest need with respect to getting messages out into the community or, if you like, the extension function.

Mr. Jamieson: You are taking the view, I presume, that if there is to be a facility capable of reception by the general public then the major use of that should be for adult education?

Mr. Knowles: Not the major use.

Mr. Jamieson: I suggest, Mr. Knowles, that it must be major if we are going to do the types of things which I agree are very useful, or which certainly seem to be, from what you have said, such as reaching women in their homes during the daytime, and the other types of activity that you have mentioned, plus adding in a regional and a local factor. I just simply cannot see how anything short of a major role would meet the need.

Mr. Curtis: It seems to me that there are two items in question. One is, of course, that because of the nature of our organization we are putting a case for educational television relative to the adult population. However, it also happens that the methods and techniques of adult education are those of co-operation and sharing. There is no indicator anywhere in our brief that we feel that television for adults should pre-empt all the rights and all the time and all the space, and so on. Certainly all the time could be used, but what we have proposed is that rather than taking specific pieces of time, such as the daytime hours, and pre-empting them solely for classroom television, it is entirely possible that it would be a great boon to the school systems of this country if, through the medium of television, it finally got through to them that not all learning takes place in schools, and that we may have some television programs of an educational nature for school children in the early evening.

One of the problems facing us is that educational establishments across the country have continued, in the face of a very unrealistic look at things, to neglect to give financial

or any other kind of support to the whole role of adult education in this society.

We are saying that a mix is necessary. More money is being spent in Canada annually on adult education, and more adults are engaged in some kind of systematic learning than are engaged in the whole registered school population in Canada. The influence of the new medium should take more cognizance of this than does the present educational establishment.

This simply adds to what I said before, namely, that if a system is so designed that the whole force of the new medium reinforces the obsolescent *status quo* then we are in trouble. We need to sit down, as a group concerned with learning throughout life, and decide what hours of this valuable broadcast time should go to these various allocations. They should not all go to adults, but neither should a whole chunk be blocked off because that is the only time younger students can get any student information.

• 1040

Mr. Jamieson: Apart altogether from the disagreements amongst educators on what are the best and most effective techniques, which in a sense is not the concern of this Committee, I put it to you that if suddenly tomorrow you were to have a VHF channel in Toronto, which I know at least Mr. Knowles is most familiar with...

The Chairman: If he could find one.

Mr. Jamieson: Or if you could find one. Apart from that question, regardless of what community you put it in you would then have all of these interests I outlined getting around the table. I told you what these groups said before our Committee. I do not care if they have the best will in the world, and I do not care if they wholly subscribe to the outline you have given of a progressive attitude toward the process of education, I am simply saying that in my view you cannot carve up this pie effectively because of the shortage of hours. Whatever the technique, we are faced with only, I would think at the maximum, 18 hours during the day when we can broadcast. Adding up all the needs for educational television that have been stated, I maintain there would be a real blood-letting at those meetings because there would be arguments for daytime programming for Italian women, and this, that and the other thing. I just do not see how you could reach any kind of a

rational division of time which would be effective for any of the purposes for which this is to be used.

Mr. Curtis: If I might respond, Mr. Chairman, there is a good deal of blood-letting going on in Canada right now about the allocation of any kind of resource in education. There are not now and there are not likely to be enough resources to fully satisfy all the people looking for resources for various educational tasks, and there is nothing new about that. This is another resource, and I am suggesting to you that sitting down together at the table, and, if you like, doing some blood-letting and discussing priorities and time is in itself a significant educational act in Canada. It could, in fact, have a profound influence on the state of education and on the development of education in the country. Just the matter of sitting down and trying to make tough decisions about the division of these precious 18 hours of broadcast time is a very significant educational enterprise in itself. If the responsible parties who are faced with this problem sat down with the clear intention to resolve it, that in itself would be a great educational gain for the country. However, if time is arbitrarily allocated one way or another, without a discussion of the pros and cons, a good deal of the educational impact will be lost.

Mr. Jamieson: I do not dispute the wisdom and the effectiveness of a round table conference on the allocation of time. However, I do not think it detracts at all from the fundamental point I am making, which is that a single transmitting outlet is just not capable of meeting all the needs of educational television, if we are going to embrace this fairly wide definition you are applying.

Mr. Curtis: But surely no one is saying it is.

Mr. Knowles: Mr. Chairman, I think the point here is that if we in education—having in the fullness of time been granted the opportunity to use educational broadcasting techniques—discover this is true, we are simply going to have to come back and ask for the reservation and the allocation of larger numbers of broadcasting frequencies.

Mr. Jamieson: That is exactly what I was getting at.

• 1045

Mr. Knowles: By what sort of sacred decree have broadcasting frequencies, a technological resource, been set aside for certain specific purposes however acceptable to society? Surely this is the kind of decision the public makes about the allocation of precious resources for a wide variety of purposes.

I think implicit in the kinds of questions you are raising are attitudes about the value system of society. We are pressing for a system which stresses the values of learning in a new kind of world not yet with us but which we hope to reach; values of a society where learning and education are going to be a lot more important than they are right now in terms of the numbers of hours devoted to them and their primacy in the activities of society. Also we are looking forward to the needs of society 100 years from now and not in 1978, which tends to illustrate the periods with which we deal. In the same breath, I think we have to be—and we are—very much aware of new technological processes that will enable the community to meet its learning and educational difficulties better.

We are very familiar with the proposals for electronic video recordings, cheap videotape recorders, the use of the 2500 megacycle band, and so on. We simply insist that it cannot stop there; that the educational requirements of the future are such that they are a great deal more important than the allocation of one mere UHF channel in "Hunkydoodle Corners". The requirements of the future may result in the allocation of ten ultra high frequency channels there.

Mr. Jamieson: Mr. Knowles, that is exactly what I was getting at, leaving aside your last comment from the philosophical...

Mr. Knowles: You should not do that.

Mr. Jamieson: I think I should from the standpoint of the federal government's involvement here, because in effect you are saying that if this principle of the federal government being responsible for the hardware stands, we would not merely be talking in terms of eight or ten or a dozen transmitters across this country, we would be talking about every major community and perhaps some that are less than major communities, and of continuing pressure from educational authorities at the in-school, the adult education and every other level for more access to the airwaves by whatever technique.

From what you have said I think I can draw the conclusion that if the first station goes into Toronto, to continue my original assumption, then the federal authorities will be asked fairly quickly to provide three, four, five or six UHF's because each group is going to be arguing they cannot get enough time on the available facilities.

The Chairman: It will be just like eating peanuts.

Mr. Jamieson: Something along that line. I am not arguing against this proposal but I think we should know what we are talking about and where we are heading.

Mr. Markle: This is possible but I do not think it is inevitable.

Mr. Curtis: Mr. Chairman, I think it is possible and it is probably likely. But surely this Committee anticipates these requests and surely it acknowledges the whole range of constraints that make this not quite as uncontrollable as you have indicated. There are constraints on the ability of any educational agency to produce enough good programs. There is a very wide range of financial constraints in the cost of production.

Mr. Jamieson: Let me ask you this question.

Mr. Curtis: I do not think we will be faced with an absolute deluge all of a sudden.

Mr. Jamieson: How much could the CAAE now provide out of its knowledge and its program facilities and the sources available to it within a reasonable period of six months to a year after an ETV channel goes on the air?

Mr. Knowles: First of all, the CAAE is not a programming body.

Mr. Jamieson: All right, I will re-phrase the question. How much could be provided, in terms of your definition of adult education, very quickly after a system went on the air, assuming you could get all you wanted?

Mr. Knowles: From my experience in the Metropolitan Educational Television Association development over the past 10 years in Toronto I do not think there is any doubt that the educational institutions in the Toronto area could program as many hours a day as, for example, a station operating in St. John's. This is not to say that they are going to produce 18 hours of live, original production, but they are going to use the best of available

material—Canadian produced, Ontario produced, Toronto produced, and internationally produced. Given the resources—and of course this is the other question—from the community through taxation or other sources to do this, it seems to me there is no doubt of the interest now. Obviously this is not universal, as Mr. Curtis says; there will be areas that will not wish to pick this up as rapidly as others.

• 1050

I am concerned and had something to do with the development of MEETA—the Metropolitan Edmonton Educational Television Association—which has for two years, as you know, been anxious to have a VHF station operating in the city of Edmonton. I know something about the educational structure in Edmonton, and there is no question that the bodies there, including the University of Alberta, the Edmonton public and separate school boards, the suburban boards, the Northern Alberta Institute of Technology, and some of the other institutions, can execute and cope with the operation of a VHF station in the city of Edmonton. I think the suggestion that now, in 1968, there is not enough professional broadcasting expertise and the drive should be to develop such a programming concept is just simply no longer valid.

Mr. Jamieson: I think, though, that this was the proposition your colleague was putting forward, that there was not enough expertise at the moment...

Mr. Knowles: In some areas, yes.

Mr. Jamieson: ... and that this explosion would occur overnight.

Mr. Curtis: What I was saying, Mr. Chairman, is that primarily there are financial restraints. I think in the history of Canada we have normally mustered the kind of expertise we need to do a particular educational job; we just have not always mustered the financial and physical resources to do it. I am not concerned about a lack of expertise. Certainly a lot of people will have to learn a lot of things about how to do it, but we in Canadian education are pretty good at learning how to do new things once the opportunity is provided.

Mr. Knowles: I have one last comment related to this particular point. In 1950, the Federal Communications Commission in the

United States, at the instigation of the American National Association of Educational Broadcasters, reserved several hundred VHF and UHF channels for future educational broadcasting.

I would say that some 75 per cent of those channels have been picked up in that 17-or 18-year period since that reservation was made.

I believe the importance of educational broadcasting is at the point where it seems to me that we must also have a reservation of UHF and VHF channels right across Canada, giving an adequate time period for slower areas, less affluent provinces, and so on, to gear up towards picking up such channels.

It seems to me this is a very basic requirement, and while we have not embodied it in the supplementary brief or in the original brief, is one to which I think considerable attention should be paid.

Mr. Jamieson: Mr. Chairman, this is a line of questioning that could continue almost indefinitely, but I will change it and be quick about it.

The CAAE has been producing some programming in co-operation with the CBC over a number of years, has it not?

Mr. Knowles: That is correct.

Mr. Jamieson: Is there anything on the air now in the way of a regular series or a fairly consistent series?

Mr. Knowles: Not to my knowledge. Perhaps Mr. Rosen can give more up-to-date information. The successor program to *Citizens' Forum*, which was the classic continuing CAAE-CBC program, died about a year ago and to my knowledge nothing has been developed to replace it.

Mr. Jamieson: During the period you were conducting *Citizens' Forum*, first on radio and subsequently on television, did you ever run into any arguments that, in fact, the CBC and yourselves were contravening some sort of constitutional position? After all, this was an adult education program which came out indirectly under your sponsorship. Did anybody ever raise the point that this was something the provincial educational authorities ought to have controlled?

Mr. Markle: Not as a constitutional point. Certainly there was controversy about some of the issues and the way they were dealt with, but I do not know of any time when the

program itself was challenged on a constitutional basis.

Mr. Jamieson: This leads me to ask, if that principle is established, whether we really need to worry about provincial involvement if we are dealing exclusively, as I am in this line of questioning, with the adult education side of broadcasting? The CBC, it seems to me, has moved fairly extensively into this field, not only in terms of the CAAE co-operation but in things like the fish and farm broadcasts and a number of others over the years, and to my knowledge there has not really been any concern expressed by the provinces, or any one province, that it was usurping their rights in education.

• 1055

Mr. Knowles: First of all, it seems to me that it is not correct to say that the CBC has operated extensively in this area. They have to some extent.

Mr. Jamieson: Well, there have been quite a number of programs.

Mr. Knowles: There are regional programs that tend to wax and wane in terms of the extent of their activity. At the moment I suggest they are at the nadir of this kind of development. Then I would refer to the point we make in the supplementary brief, arising out of Dr. Kapos' letter, that the basic limitation here has been—and this was certainly true in the *Citizens' Forum* relationship that

... the lack of autonomous adult education management for the generation, execution and evaluation of ETV offerings...

was the real failure. So often, without putting anyone on the spot particularly, the problem has been that the CBC production mystique is the one that is emphasized in the program. Since then, in fact, they control the channel and the over-all policy, we are coming to them like mendicants for a specific kind of educational offering. I do not think this system has worked, and I fail to see—and I say this to you gentlemen who had something to do with it—in keeping with the new Broadcasting Act that there is going to be any significant difference in the capacity of the CBC to cope with the increased requirements that there are on us.

In terms of the other point you make, apropos the control of adult education, and so on, it seems to me that this is a very fuzzy area. Provinces take different attitudes

towards it. One province will have a department of adult education and take a very formal stance about its role in adult education; others will have no such role and manifest it through universities or in some other way.

Certainly the federal government machinery has understood this clearly. There are adult education programs, and I could name about a half dozen ministries involved at the federal level; this is a fuzzy area. But I do not see how we could sharply differentiate between that which is the formal responsibility of the provincial government, and that which is the responsibility of the federal government; perhaps you can.

Mr. Jamieson: I think perhaps we have already. I am setting aside the argument whether the CBC should run the so-called CBC school broadcast; that is not my point. From a constitutional point of view are we raising a bogey that really does not exist? Where the in-school broadcasts are concerned, I understand that the CBC and others consult with the provinces and they, in effect, have the final word. But in terms of adult education as we generally understand the word, a great deal of what is now on the CBC—and when I say "a great deal" that may be arbitrary—

Mr. Knowles: Like "Bonanza", or—

Mr. Jamieson: No, I was not speaking of that. I was thinking, however, that I do not believe anybody from the CBC goes, say, to the Ontario Department of Education and asks if they can put on Glenn Gould in a particular concert, or a performance of Shakespeare, or something of this nature. There is no argument about this. Now, if you drop that back and call this an educational program, which many witnesses here have said it is, why should there be any concern in the province about that?

Mr. Rosen: I think this is fine so long as we are dealing with one aspect of adult education, which is "mass" education, aimed at a fairly undifferentiated audience. I think one of the points we tried to make in our supplementary brief is that a good deal of adult education is not aimed at a fairly undifferentiated audience; it is aimed at a very, very particular audience with a very specific purpose in mind. That specific purpose is most likely to be generated out of local, regional or provincial need, related to the educational demands within that province.

• 1100

Mr. Jamieson: I do not want to appear to be nit-picking over this, but it does seem to me to be an important point. If a province has the right to veto, or to dictate, or in some way or other to control, *Hamlet* as it goes into a school English literature program, I do not see why it could not raise the same question about it when it goes in to a *Festival* series. The only difference, in your terms, sir, is that in one case it is aimed at a school population and in the other it supposedly goes out for general audience consumption. But is the issue not the content of the program rather than the potential audience?

Mr. Rosen: I think it is the purpose for which the program is put on that determines where, if not the control, the initiative should lie. If it fits into a purpose which is primarily provincial then the initiative should lie within the same jurisdiction.

Mr. Curtis: I would like to respond to this, Mr. Chairman. The CAAE has surely amply demonstrated its feelings on this matter. The best example, suiting all the conversation that has gone on in the last 15 minutes, is the *National Farm Radio Forum*, which was operated jointly by the CAAE and the CBC for 5 years and did go to a differentiated audience. It was particularly designed for farm families across the country. To the best of my knowledge, it did not raise any jurisdictional problems. It may have done, but it must have been before my time, Mr. Chairman.

Mr. Fairweather: Agriculture is a joint responsibility under the constitution.

Mr. Curtis: All right. The Association, as such, although not specifically before this committee, has taken a categorically firm stand, in a brief to at least one other government department that I remember, about the status of adult education vis-à-vis the BNA Act. Our stand is quite clear, that at the time of the drawing up of the BNA Act education actually referred primarily to elementary schooling, because there was precious little other kind of schooling in the country at that time. It has been extended to include secondary education and, to a certain extent, university education, but there is no statement in the BNA Act that specifically, or in any other way, alludes to the organized function of adult education as we see it at the present day.

We have argued consistently that there is not necessarily a provincial jurisdiction over adult education in Canada as there is over elementary and secondary education.

Mr. Knowles: What is that old bucolic expression we hear about grandmothers and sucking eggs?

Mr. Curtis: I do not know; but I am sure that the Association's position relative to your question has been clearly made in the country. It is made in the context of the manpower legislation, but it is equally applicable in the context of broadcasting for adult education. We do not think that adult education was touched on, or thought about, or in the minds of any of those who drew up the BNA Act.

Mr. Jamieson: I have one last question on your reaction to the Saskatchewan Farmer's Union minority report. Was that the group, or...

Mr. Curtis: Yes, I think...

Mr. Jamieson: I do not know whether you were speaking to the group or were investigating...

Mr. Curtis: From our investigations of a communication from a member of the Saskatchewan farmers' union, it did not speak for the farmer's union. It was a personal expression, which I would characterize as being rather far out.

Mr. Jamieson: I will not pursue it. Thank you, Mr. Chairman.

The Chairman: Mr. Reid.

Mr. Reid: Mr. Chairman, the witnesses brought up the question of control. In view of the constitutional matter which Mr. Jamieson has elucidated, would you suggest that the government write into its draft bill a model of the provincial authorities that would control this new facility, so that all interested groups would have appropriate and efficient representation on it?

Mr. Knowles: My personal reaction is that it would do more harm than good. I do not see how this is possible. The CAAE has recommended the nature of such an authority, but I do not see how it could be put into a federal bill.

Our suggestion in the brief is that the administrative staff to be employed by pro-

vincial authority would be responsible to a board of directors operating as an incorporated body under appropriate provincial charter. We suggest that perhaps a Crown corporation approach, one which would be less subject to potential political influence, would be preferable to an organized ministerial advisory council, or something of that sort.

• 1105

We can say this, but I do not see how it can be embodied in legislation without presumably the full approval of the provincial governments.

Mr. Curtis: Mr. Chairman, the embodying of it in legislation is not specifically our problem. I think we should strenuously advocate that a body such as a Crown corporation, or a board that has its own charter, might well be set up.

Mr. Reid: This would be on a provincial level.

Mr. Curtis: Yes; in each province. This might well be the authority with which the federal authorities would deal. Whether or not than can be written into the legislation, I do not know.

I agree with Mr. Knowles that it is a very knotty problem, but again I say that there is a responsibility on this Committee to advocate some such body. Whether it can be written into the legislation is one thing, but what recommendation this Committee makes will, I am convinced, receive the attention of the citizenry across the country.

Mr. Reid: That is a very flattering comment.

Any other question is on the definition of "educational television". In your brief you reject the statement made by the Minister in the draft bill.

Mr. Knowles: That is substantially what we are saying. We have stressed that we think this is a very restrictive approach to education. In our supplementary brief we amplify the reasons for this.

Mr. Reid: I noticed that in your supplementary brief you did not offer any guidance to the Committee on the kind of description of educational television that you would prefer.

Mr. Knowles: In the formal brief we did include a definition. It is on page 152 beginning at the left hand side.

Mr. Jamieson: It starts at page 149.

Mr. Knowles: This was a reprint from the journal of the Canadian Association for Adult Education.

It is possible, of course, to recast our definition in a number of ways but basically what we tried to ensure by having two sections was that the definition would include, if I may use the broad distinction, both the formal and non-formal categories of programs. Mr. Rosen has the suggestion that in point II at the top of page 153 we could replace the word "instruction" with the word "programming." This, by deleting section 2, would provide another alternative definition.

Mr. Reid: In that case your definition would be sufficiently broad to include *Bonanza* in "educational television program"?

Mr. Knowles: In an educational context I see no reason for its not being. It is a reflection of morality concepts. It epitomizes, in American drama, the notion of *Father Knows Best*. It has a great many teaching possibilities in a certain context, in an educational framework. There is nothing, including replays of Marilyn Monroe or Brigitte Bardot movies, which is not capable of having a broader distinction. I know I am creating great problems for you but I point out that the legalistic kind of definition embodied in the notes just simply does not stand up in modern educational theory.

• 1110

Mr. Reid: My thought is that we will have to offer either a very narrow definition or a very broad one, because there does not appear to be any middle ground between the two positions that would be satisfactory either to us or to the province it concerns. In any kind of constitutional conference it is highly unlikely that any province would be willing to give up a tittle of its control over education. We are in a position then where probably we would be forced to go into an area where we do not particularly want to go, which is to define educational TV as a type of very general programming at its broadest. This really is the pathway you are leading us down.

Mr. Knowles: Mr. Chairman, I think I alluded to this in another context. I fail to see how any thoughtful, intelligent, educator in the final analysis would be restricted by even this definition; you make it necessary for peo-

ple to break out if you do. Surely learning theory suggests that the whole world is your point of analysis and whatever you bring into a classroom or into a learning situation is encompassable in some kind of pedagogical or learning approach.

So I really question whether it is not a mere exercise in pedantry to attempt to develop a highly artificial definition which, even in terms of time, will not stand up, let alone in terms of educational theory.

The Chairman: If you will permit, Mr. Reid, is not what we are dealing with not a definition of education which is what you seem to be referring to, but simply an effort to determine or define what can be broadcast over something which, for want of a better term, is being referred to as educational broadcasting facilities? It seems to me somewhat self-evident and somewhat futile to talk here about what education is.

Our problem is in the constitutional framework and in the context of the needs and the competing demands for these precious resources, financial and electronic, and what is to be conveyed over some special facilities which are proposed. Surely you are not dealing with what education is but rather what will be the most suitable material to have these facilities devoted to. Is that not our problem here? I know that many of the members of the Committee such as the questioner are extremely interested and informed on education, but our problem is quite different from one of defining education, I suggest.

Mr. Knowles: I suggest, Mr. Chairman, that you cannot make that distinction. By defining educational programming and what is permissible in the new proposed system you are, in fact, inhibiting or checking an aspect of education which may or may not fall within the purview of the proposed act or the federal government. I do not see how you can have it both ways.

Mr. Reid: Perhaps I can attack it from a different approach. It is quite possible for us as a federal government to discharge our responsibility to the provinces to go into the general field of broadcasting—which, under our definition, they would be doing—by merely licensing them but the proposal we have before us is to build transmitters; in other words, to put in the capital cost of the broadcasting facilities.

28065—2½

That is a subsidy to the provinces; it is a direct subsidy to education; it is an attempt by the federal government to equalize educational opportunities across the board. Therefore, if it is a subsidy to education, our problem comes down to whether we should be making a subsidy to general broadcasting. Should we, in fact, be setting up a competitor in many of the things we set up the CBC to do?

Mr. Knowles: No, you should not, but surely this is something that should have been considered when Bill C-163 was being drafted. If there was this dilemma, then...

• 1115

Mr. Reid: I think if you read the preamble to Bill C-163 which indicates the new constraints that have been placed upon the CBC, you will see this was taken into consideration. There are limitations in the legal language but there is no doubt that a significant change was made in the direction the government gave to the CBC.

Mr. Knowles: I say again that I think in our supplementary brief we have attempted to make the distinction between the broad mass medium broadcasting objectives of the instrument known as the CBC and an educational broadcasting agency. As Mr. Rosen was suggesting, really it is a question of motivation.

What is the intent of the program? Is it to reach the largest possible audience available, the number of sets in use, and so on, being a common criterion, or is it to reach all those in a community interested in pursuing the subject of learning Russian, or English or whatever it may be?

Mr. Reid: I certainly buy that argument, but are you not, therefore, choosing the most expensive way of reaching these small audiences?

Mr. Knowles: No; the audience may not be capable of being reached in any other way, certainly not in the immediate foreseeable future.

The Chairman: Mr. Curtis?

Mr. Curtis: Mr. Chairman, I think there is another problem that superimposes itself. We are faced, as I suppose you are, with some notes about an educational broadcasting act which define educational programs in about as restrictive a way as possible.

Mr. Reid: I disagree with that. I think it defines educational television as "instructional television", which is another animal, and you are saying that educational television is on a much broader basis. In the general sense of education you are correct but in the smaller sense of instructional television the draft bill is correct.

Mr. Curtis: Excuse me. May I differ, Mr. Chairman? In the smaller case of instructional television, the draft bill subscribes to an obsolete concept of learning at the very time when thoughtful schools and thoughtful departments of education are getting out of the business of precast structuring leading to examinations, and so on.

Here is a bill about broadcasting that says the acquisition or improvement of such knowledge is subject to supervision, and so on; granting credits towards educational levels and degrees; the examination of members of such audiences on the content of such programs or of material of which the content forms a part.

These things are restrictive, even for instructional television in this day and age because we are, in fact, moving out of that kind of concept of teaching and learning, even in the straight instructional sense. We hope we are moving away from emphasis on grades and pieces of paper and certification and more towards actually encouraging people to learn in a diversity of ways. This methodology that has been put in here is restrictive even in terms of a narrow concept of instructional television. That would be our objection to it, I think. So however you define it, what is put in this document is restricted even if you only did things which were for credit; the way to do it that is specified is obsolete.

The Chairman: Mr. Curtis, surely you are overlooking the fact that these are alternative criteria and one of the criteria simply is enrolment of the students. Really all that one of the criteria requires is enrolment; how does that conflict with your modern approach to education? I do not disagree with most of what you have said except I think you are putting an extremely narrow interpretation on what you consider to be a narrow definition.

• 1120

Mr. Curtis: Yes I am, but I am concerned that this would even appear in this manner, because it is so narrow and restrictive, and

although there are alternatives it is another instance where a federal act may very well come down supporting something that is going out rather than advocating something new that might come in.

Mr. Knowles: May I add that one of the most valuable continuing education programs in the United States has had to do with the basic literacy educational programs designed specifically for Negroes in the Southern States. From reading the literature and talking to some of the station managers about these kinds of programs I have found one of the real problems is to get people to enroll. They were dealing with an anonymous mass of people who would never admit, not even sometimes to their family, that they could not read nor write, and reaching them through television was the only way in which these people would be made the recipients of a progressive systematic process. But it certainly did not involve them going down to their local school, putting their "X" on a piece of paper, and admitting by that fact they were in some way inadequate. I think Earl's experience in developing the Italian program in teaching of English to Italian women in the community will reveal many of the same kinds of objection.

Mr. Reid: I agree with a great deal of what you said about the direction in which education is moving. Mind you, it seems to be moving that way at the primary grades. Perhaps it will reach the university some day but it is highly doubtful because they are the most conservative institutions in the country.

Mr. Knowles: With a few exceptions.

Mr. Reid: There are not many. Nevertheless we have to deal with a different set of circumstances, and I am sure you realize this that may not even take into consideration the philosophical tendencies in education today. What you have indicated about the Italian ladies and the Negroes in the United States may be quite true but, for us, it is a question of ensuring that the money we spend is well spent and that it is going to do the job we want it to do. We have not been overly pleased with some of the ways in which money we have allocated to the provinces for particular programs has been spent, and since we have accepted the devolutionary theory at the present time, or decentralization, we are quite concerned with what may happen to the transmitters and so on that we build and the use to which they may be put.

I myself am rather inclined to take an optimistic point of view, provided that all those who are interested in the medium are going to be represented on the controlling provincial authority in order that they may go about and spill their own blood. I am quite prepared to face up to the fact that this is only the beginning, a very expensive beginning, in what is going to be a very expensive program. These are other matters that will have to be dealt with. I think on that note, Mr. Chairman, I will pass.

Mr. Sherman: I will pass for the time being, Mr. Chairman, if I may, having just joined the meeting at this juncture. If there is somebody else on the list I would just as soon give up my place.

Mr. Jamieson: I would like to ask a supplementary, if I may, in respect of this definition problem again. As you probably know, I have been in on this thing from the beginning. I was present at the first meeting when this federal hardware was first mooted as being perhaps the solution. I think the definition—and I give this little preamble before asking the question—arises from the necessity to have something other than educational television, which becomes that by the pure process of declaration; in other words, you say whatever goes on the air is educational television and there is no way you can argue against it. So having established that that was undesirable, and the fact that you could just run any bonanza at all, without the qualifications, and say it is educational because somebody says it is, it was then necessary to come back and say: "What is education in terms of broadcasting or in terms of the divided responsibility in this field between the provinces?"

Now it seems to me from earlier discussions I have had, if not with Mr. Knowles then with some others, about a program like 'Citizens' Forum', for instance, that it was your view there had to be some formulizing, if that is the right word, of the audience. In fact, I believe I am correct in saying that that program was most successful where you did have study groups, where you had a sort of pretested audience, where you provided written material to go along with it, and that kind of thing. And indeed it was the history and experience of "Citizens' Forum" that prompted to some degree at least the original draft of this definition—the idea that for education to be valid under broadcasting terms there had to be two parties involved, the people

who were instructing, producing or delivering the program, and an audience on the other end that was in more direct touch with them than through a straight rating or something of this nature. Now is that, in your view, a defensible proposition, leaving aside the words that are present? In other words, do we have to have some kind of rapport between the teaching side and the learning side of it?

Mr. Knowles: Yes, I agree, that a good deal of education depends upon that rapport which is often informalized in the broadcasting sense through membership in discussion groups or by writing in for a pamphlet, and even in some programs that have been developed around the world through correspondence courses and so on. I would suggest that in fact we probably are doing a slight disservice to the cause of adult education by suggesting that the wide range of more formal registration courses, and so on are not very important in this context. But I think, if I again can use the homely example in your own province, the program "Decks Awash", which to my knowledge does not involve a registration process, has been a valuable educational program over the years. It is at one end of a spectrum which has its obvious conclusion in another area. Let me analogize it to the beginning Russian course for university credit, the first of which was developed in Canada under the joint auspices of the University of Toronto and META in 1960-1961, which involved then not only acceptance in the formal sense by the university but the attendance by students at seminars, and the utilization of television guides which were keys to the textbook and so on—the full range of television resources and other resources integrated into an over-all educational program. Certainly this should be made clear.

• 1125

Mr. Jamieson: In case members of the Committee are not familiar with the "Decks Awash" example, this is a program for fishermen which we produce weekly in Newfoundland. We found that this program was only minimally successful until such time as the university extension department, which deals with that, arranged for locals of The Newfoundland Federation of Fishermen and various others to meet. They sent them out items in advance to indicate what was coming up, and supplied questionnaires. In other words, it completed the circle.

Now we have been talking a good deal this morning about the sort of general broadcasting aimed in a sense at the Italian woman or the Newfoundland woman who wants to learn French, or whatever it is, during the daytime hours.

Mr. Knowles: You mean educational broadcasting rather than general broadcasting.

Mr. Jamieson: Yes. But I would assume, again based on my experience, which I suppose has been fairly extensive, that unless there is a preselling done the number of distractions that are present and the number of choices, not just broadcasting choices but other activities are present, does tend to limit very substantially the number of people likely to be attracted to and to stay with that kind of program unless there is the sort of thing which is envisaged in the draft bill, that—and again we come back to this point—there is some indication that they are participating and some end result to what they are doing.

• 1130

Mr. Rosen: Often, though, I do not think this can be clearly identified in a formal relationship. Mr. Peter C. Swann referred to this when he wrote the letter about the type of program a museum would like to put on the air, which might influence a large number of people to go to the museum. This has been found to be very true in Britain, where they ran a series called Great Books or Classic Books. They had 10 programs, each about a classic of English literature. They found that the library readership of those particular volumes doubled or tripled in the three or four week period after each particular program. You cannot really say that you formally enrolled students, yet there certainly was a follow-up kind of relationship based initially on the educational television experience and then on an experience with another institution of learning.

Mr. Jamieson: Trying to keep this discussion relevant to our terms of reference is difficult because there is a tendency to drift off into the philosophical and to talk about education, which is really not directly our responsibility. What concerns me and what I am interested in finding out, is the waste factor, if you like, and that prompts the question whether or not television is the best means of dealing with this.

I do not know how many Italian housewives there are in, say, the City of Toronto, but there must be many tens of thousands of them. I suppose whether or not you are successful is a relative question if you find that you have six, or seven, or eight hundred, or a thousand who are participating. However, the question arises whether or not there is another message that might be more effective? In other words, are we becoming so enamoured of this idea of using television for this purpose as to overlook that perhaps some other means might do it? In terms of this Italian experience do you have any indication of what percentage were really attracted?

Mr. Rosen: This is a proposal that we have not as yet encountered.

Mr. Jamieson: You have not actually done...

Mr. Rosen: This is an experiment we would like to carry out to try to answer many of the questions you are raising. There are two reasons for our wishing to make the test. One is to test the cost factors and find out whether this is, in effect, a cheaper or more efficient way of reaching people. However, I think a more important test will be to find out whether or not we are able to reach those whom we just cannot reach by any other means; whether we could inject into an adult education experience a whole new audience, a whole new group which, previously has not in any way been reached.

I am afraid I do not have exact figures, but I have talked with many of the community workers in the Italian community in Toronto and they say there are tens of thousands of women who have been in the country anywhere from 2 to 15 years, who have absolutely no need to speak English and do not speak any English and that there are social and geographical barriers to their learning English.

We would like to find out whether television might be one way to break through some of these barriers so that they might have a different educational experience.

I do not think we are making the pretense of saying that we can teach these women English via television, but we are saying that we can use this as a beginning to involve them in a much more complete educational experience.

Mr. Jamieson: I agree that the real use of TV here is to stimulate an initial interest

which would lead them on to something else, but again you can involve them only by establishing some form of contact.

In all this fumbling for a definition perhaps the best way to describe what I think is in the bill is to say that the objective of educational television ought to be to establish to the maximum extent possible some form of contact with those who are being taught or to whom the programming is available.

Mr. Rosen: But the contact might not come an immediate relationship to the program. In other words, it might come afterwards. You may have a program for these women and the contact may come three months later when they went into a school situation. I do not think there necessarily has to be a correlation.

Mr. Jamieson: No; but Mr. Knowles used the example of the present programming in the Lac St. Jean area, and you quote figures of 35,000. I understand that the reason that those figures are available is that again the course is tailored in such a way as to require response. It is not just a matter of going off and measuring how many people actually have their sets turned on at a particular time.

1135

Mr. Knowles: Mr. Chairman, obviously we're stressing a concern which we felt had not been expressed forcefully enough in previous submissions at the level of continuing and adult education. Clearly this is the area of disorganization, of informal activities, and therefore we have certainly been stressing it. We accept everything you say about the need for certain kinds of learning such as this organized contact in the Lac St. Jean area.

We are also stressing the importance of access to frequencies for these specific ranges of educational purposes in which we are primarily interested. This is not to say that we are oblivious to the role of other media. Radio, for example, is another form. On page 10 of our brief we say that radio should be used more and more as an educational medium.

The decision whether to make use of radio, television, or a videotape, or a film, is an educational one that has to be made in the context of the learning theory. What we require, then, is access to those media in order to be able to make those kinds of decisions.

Mr. Jamieson: Whether or not we accept your definition of mass media—and I think I do—you must be familiar with the rather widely held view of educators and broadcasters that it is a mass medium in the sense that at least it has the capacity to reach large numbers of people and that there is a minimum potential below which it is not practical to use it.

Mr. Knowles: All right; that is part of the decision-making process that should be employed by educators. On the basis that there are in the metropolitan Toronto area only 300 Czechs who want to learn English they would decide that it would be better to develop a course rather than try to reach them through television or radio. That is an educational, logistical and strategical decision that one makes, based on one's total awareness of the problem. We would apply a systematic approach just as would people in commercial broadcasting on the possibility of reaching people wanting to buy a Rolls Royce. You do not see very many commercials for Rolls Royce on television because the decision has been made, in the total context, that not enough people who wish to buy a Rolls Royce are going to be watching that program. We make the same kind of systematic judgment about it and then employ the particular resource available. But will the resource be there? We are trying to ensure that the resource is there when we want to use it.

Mr. Jamieson: In conclusion, you would not disagree, I take it, with the aim, however it may be worded, of trying to find between teacher and pupil a relationship not quite as tenuous as the mere hope that they are going to tune in?

Mr. Curtis: Yes; that certainly coincides with our feeling about adult education and with what we are saying.

We want a spectrum of potential possibilities, a definition as broad as you can make it and the chance to make the decision in concert with all other potential users. At the same time we take the position—and I am sure I speak for the Association in this—that one of the fundamentals of the whole adult education process is that it be less random and less ad hoc than it sometimes has been in terms of follow-up with whoever the viewers happen to be, and in terms of getting enough mobilized potential of all the kinds of things you need, including the hardware of television and radio, to ensure that instead of a random

one-shot business it gets to be a more continuous process for the citizens of Canada.

• 1140

But what we see in the description is that if you begin by delineating such a situation where everyone has to subscribe or register or be examined or tested, you begin at a point beyond the expectations that one would normally have in education for adults at the moment. What we want is a more open-ended beginning which can move towards a better relationship between the program and the participants, with some feedback and all of the things we agree are useful.

If you legislate and say this can be an educational program only by definition, if that condition exists already we are in trouble because we know there are all sorts of groups for which this is going to be a brand new experience; they are not going to register and they are not going to do anything during the first year or perhaps the first two years until it becomes a pattern of doing things in the society.

I cite the example of any school board in Canada that has decided to start a night program for adults. In places where they have come in on a very limited and restricted basis, the program never really gets off the ground. When it becomes much more informal and open-ended and provides a much wider variety of enterprise, then it becomes a pattern in the community for a whole range of the population that otherwise would not darken the door of a formal institution of education.

We have good examples across the country now where there are adults participating in evening classes than there are students enrolled in day classes. Vancouver is a classic example in Canada. The reason for this is that it was not pre-cast in narrow terms; it started out as an open-ended enterprise and they have developed a better and more formalized response to students through the years.

We are advocating that it start as open-ended as you can make it and that there be an element of trust involved; that the people who make the decision in a collective way at the provincial level carry some responsibility to do good educational programming. I do not think you can legislate it; I think we have to have some trust about the fact that the bodies who do it will be concerned with their educational responsibilities.

The Chairman: Provided the bodies are made up of educators.

Mr. Curtis: Yes, provided the bodies are made up of educators, Mr. Chairman, and in that context I would say, in the broadest sense—not necessarily solely the people that were formerly called educators in the society.

The Chairman: Are there any other questions? Mr. Sherman?

Mr. Sherman: Mr. Chairman, that was a good example from Mr. Jamieson of efficient questioning aimed at getting at the nub of the thing, I think. Due to other commitments I might have missed one or two important points in the morning session, Mr. Chairman, so I apologise if I am going over old ground. However, I would like a minute or two with the witnesses and I refer, gentlemen, to a point you make on page 160 of the original brief presented to our Committee in which you state:

We do not...

that is, the Canadian Association for Adult Education, of course.

...however believe that Educational Television should be administratively included in the present organization of the CBC.

At the risk of going over old ground as I have said, I should appreciate some elaboration of that point. Can you tell me why you take that position? Is it because of the constitutional difficulties or simply because you do not believe the CBC is equipped to carry that responsibility?

• 1145

Mr. Knowles: Perhaps I can start, and any points I omit my associates will add, Mr. Chairman.

First of all, as we outline in the brief there are real problems of developing—and incidentally we expand on this in the supplementary statement—an understanding within the production structure of the CBC of the educational requirements of a specific population. The organization itself, and other organizations with which we are associated, have had the experience year after year of not finding adult education objectives adequately reflected in the kinds of programs that emerge.

Based on our experience over the last few years, we feel that it is not possible any longer to mesh these adequately. There is the

other problem of growing competitiveness for the use of available times. Mr. Jamieson was raising this in a way earlier, the problem that there are only so many hours of the day and in the context of the quasi-commercial CBC the nonrevenue-producing time fights more and more with the revenue-producing time, so that adult education periods have often been subject to pressures of mass entertainment requirements.

Therefore, given the continuation of the structure of the CBC set out in Bill C-163—incidentally this was written before Bill C-163 was passed—I see no reason personally or on behalf of the CAAE to change our stance on the point that there just is not enough time available, given the present allocation of channels and so on, for this to be capable of being handled that way.

Further, it seems to me that simply too many objectives already are assigned to the CBC for them to be carried out efficiently and competently. It seems to me that this is an area, as we have been enunciating, where educational points of view, distinct from general broadcasting points of view, need to be asserted and strengthened.

Mr. Curtis: Mr. Chairman, I simply refer to the statement a few lines up the page which is the nub of the issue, I believe. It reads as follows:

The logic of instructional broadcasting is entirely different; in fact it is opposite to the logic of entertainment and general broadcasting.

In many of our dealings with the CBC, which over a great number of years have been useful and productive, we have found increasingly that the logic of entertainment and general broadcast, which is to structure a program with as broad a context or as broad a reach as possible in every case, often has worked against doing a particular educational job that was very carefully thought through, and so on.

This happens not because of some malicious intent of the CBC, but because an employee of the Corporation who normally goes about his job and does it well builds into himself the logic of what will be good entertainment and what will be good general broadcasting, and when he then comes to produce an educational show, this attitude tends to override other considerations. This is perfectly normal and no fault is implied. He is working in an organization with some different kinds of

aims and he cannot switch them off and on automatically because he moves over to the educational side.

So the aims and methodology carry over and we feel we get a less adequate result in educational terms than we would if it were not connected. I think that is as clearly as I can put it.

Mr. Sherman: But would that not only apply if you had precisely the same producers and program people responsible for both areas of broadcasting, or both areas of creativity. If you have people working on educational or instructional television different from those who are operating in the other areas of programming would you not have the different persuasions and philosophies brought to bear freely and in an uninhibited way?

Mr. Knowles: If that be the case, sir, then this is really a separate organization, and why tie it to the Canadian Broadcasting Corporation? It seems to me to be a requirement that a rationale for production be developed in educational different from what tends to operate in commercial and public broadcasting. The producer, properly, in commercial or entertainment broadcasting wants to call the shots; he wants to run everything. Every artistic and creative aspect of the show is typically the creative output of a single individual. This is a concept very difficult to get across to producers and, my experience suggests, within education, as well. To have this different kind of creative approach embodied in, or built into, a structure which is bigger than that function itself would, it seems to me, just simply continue the kinds of problems that we have already experienced and perceived.

Mr. Curtis: I would like to add one further consideration to your point. As an organization, I think it is fair to say that we were pretty staunch supporters of the CBC when it had its troubles throughout a number of years. We have advocated the strengthening of it in many ways, and have written briefs about it, too.

The fact of the matter is that the role of the CBC in Canada is a vital role, and it has been, will continue to be, and needs to be, strengthened. It has a huge job to do for Canada. That is plenty for an organization to do.

There is also a huge job to be done in educational television. We do not see any

advantage in superimposing the ETV job on a national organization already heavily loaded in the sense of responsibility.

Mr. Sherman: Sir, if I may I will turn your two questions to me back to you. You have asked me why, if these two functions are admittedly different and the approach to them is therefore predictably different, try to mix the two together in the CBC. In a similar operational context I turn the question back to you and ask you why not?

To answer your question I can think of two reasons for its being done. There is the purely materialistic and financial one, which is a temporary and transitory reason, I would hope, but certainly a relevant one at the present time.

My second answer would be that it seems to me that we would avoid the kind of constitutional confrontation that is now developing between the provinces and the CBC—and I am thinking not only of Quebec, but in large measure of Quebec. This kind of difficulty seems to be developing as a result of the government's professed intention to set up a separate agency.

If you consider provinces such as Manitoba and Nova Scotia, which have done substantial things in the field of educational television and have made these inroads through the use of CBC facilities, one discovery that hits you right between the eyes is that there has been no conflict between them and the provincial authorities and the federal authorities.

It seems that the dangers, difficulties and misunderstandings have only now arisen because the suggestion has taken form that there be a separate agency established. Perhaps some of these difficulties could be avoided if a separate agency were not established.

Mr. Knowles: There are obviously variations in the kinds of pressures that develop locally and provincially. You are quite correct to point out that in Nova Scotia and Manitoba and one or two other provinces there have been very useful and good relationships. Some of this has happened probably because of the nature of the individuals on the spot, and so on.

• 1155

Other situations develop because of greater pressures for the available time. This is certainly true in Alberta, for example, where efforts by the local educational authorities to secure adequate time four, five and six years

ago were just simply met with refusals, not out of any illwill but simply because there were other kinds of competitive or commercial pressures.

It seems to me that one of the desirable factors would be diversification, or diversity of ways of developing it across the country. I hope that we would not have to establish a monolithic or standard pattern for so developing it. If, in their wisdom, in Nova Scotia the Department of Education feels that it is cheaper and more desirable to continue to use the systems that already exist they should be permitted to do so. This seems to me to be perhaps part of the solution.

A point you make though that I would tend to question is your one about the comparative costs. I doubt that across the country there is much evidence to show that it is cheaper, even in the short run, to establish a system through the CBC. There are many admirable talents to be tapped, in terms of technical and engineering help, to advise on the erection of stations, and so on, but I really question whether there is any evidence to show that the CBC practices, per se, will result in lower costs. I would be inclined, in fact, to think the opposite, but...

Mr. Sherman: I think you have a good point there. I do not suggest that I think the CBC always brings careful, fiscal scrutiny and efficiency to its operations. I think we all agree that a great deal of tightening up is necessary in that area. I doubt that a separate federal agency, established for educational and instructional television, would be any more efficient than the CBC. I think it is the nature of the beast; and it is the nature of federal agencies. They are difficult to control.

Mr. Markle: Sir, is not the point, though, that the CBC, with its quite extensive commercial commitment in broadcasting, really puts educational broadcasting and educational television in a position dependent on commercial interests, and that, historically, educational needs have always come out a very, very poor second?

What we are saying is that the educational needs of Canada in the future indicate that we will have to take advantage of and use all of the most modern, electronic and communication media that we can muster, if we are concerned with the development of our population and wish to be competent to live with the requirements of the technological world that is developing. Therefore, we are suggesting that if the CBC retains its commercial

commitment, which it appears it is going to retain, then obviously there should be established another agency totally devoted to educational needs that does not put educational purposes in competition with commercial purposes.

The Chairman: Well, that is true, sir, but...

Mr. Jamieson: By commercial, you do not mean just advertising. You are talking about the character of the programming, such as design and so on. It would not be just a question of saying that if the CBC did not have any advertising revenues this situation would change.

Mr. Markle: No, no.

Mr. Rosen: Perhaps mass media changes.

Mr. Sherman: There is also of course the pure and simple cost of hardware for the facilities, the transmitters and so on, and also availability of the channels. Since this hardware is there, the facilities are there, and the channels are there, it seems to me that it could be argued that it would be less costly.

Mr. Markle: Well it is a matter of relative cost. In respect of the cost of doing the communication and educational job that we are envisioning for Canada, I think it is for research to decide whether it is more efficient and more economic to reach them through television and radio, or through other more conventional means. Research I have seen indicates to me that if we propose doing this educational and communications job on the scale that appears necessary, we have to use the media of mass communication, of which television of course is the most dramatic, the most dynamic, and the best.

• 1200

Mr. Sherman: You were going to make a point, sir.

Mr. Rosen: I was wondering what you meant by CBC involvement. If you meant it strictly as a hardware involvement, say, running a transmitter, strictly a technical operation, I fail to see how the CBC would be more efficient at it than any other federal agency. But if you see a greater involvement or the CBC, paralleling the type of involvement that they now have in Manitoba and Nova Scotia, I would think this is a potential danger in the development of ETV because when you might have two persons involved in

the production of any programming responsible to different sources. I think one of the great problems now in dealing with the CBC is that the producer and the educator—and this is always a problem in any educational programming—have varying responsibilities, and I think this would be heightened if the production side and the educational side were separated and made responsible not only to different sources but to different levels, one a federal structure and one a provincial or local structure. I think even within the organization I am most familiar with, META, we try as little as possible to keep the educational production aspects of programming united. There is often this potential conflict between the producer and the educator, and I think this is only resolved in an organization like ours because we are both ultimately responsible to the same source.

Mr. Prittie: Mr. Rainsberry the other day was talking about this and I do not think he envisioned the CBC as the producer of the programs, it was more in the nature of general office support. He mentioned, for example, they had experience with copyrights, the legal branch and the engineering branch. That is what I had in mind anyway, not the production of the programs, and I would envisage different people from the general broadcasters doing that.

Mr. Rosen: I am not sure exactly how you can separate the administrative and the content aspects of any type of television program.

Mr. Sherman: I notice you do not separate them in your brief, and your brief is consistent on that point. My original question was directed to the philosophy behind the position that you take, and I think that has been revealed to me now

How do you feel about those people in those parts of Canada who are not served by television at the present time? There are people in parts of Canada today who do not even have CBC television, and I am wondering, on the scale of priorities, whether we should not be thinking in terms of making CBC television available to them as the first priority, and then ETV available to them and to everybody else through the CBC as the first priority in the field of ETV. In time a separate network could be set up and then I would assume that nobody would have any objections. It seems to me that a considerable capital outlay is going to be necessary before

all corners of Canada are covered by the television facilities that are now available to some of us.

Mr. Knowles: Mr. Chairman, I think in those areas of Canada where the population base is not sufficiently great to warrant, say, two services then in typical Canadian fashion you have to develop some kind of co-operative approach between agencies. It may well be, again alluding to Manitoba and Nova Scotia, that you could develop in some more remote parts of country a co-operative approach in which the CBC on some kind of a contractual basis becomes the program provider. I think this is in part suggested in the notes to the proposed bill. So I agree. I think also questions have to be raised about the utilization of other media, such as radio, in some of these areas for instructional purposes in the formal sense.

• 1205

Mr. Sherman: Yes, I would agree with that.

Mr. Knowles: I think there would have to be consideration given to the development of if you like, portable programs that could be produced on inexpensive videotape and perhaps dropped in by helicopter and played by mobile TV vans in remote parts of the community. I do not know what the techniques might be but there are a whole variety of things that could be done, and I think they have to be done in keeping with the priorities.

I do want to make one comment about the earlier response to Mr. Prittie regarding the administrative processes. It seems to me that one of the traps we can fall into is to assume that the experience of, for example, the CBC in this field is analogous to the kinds of knowledge we know and this is not always the case. The tie-in with professional unions, for example in the field of performance, is not one which I find readily transportable to the area of authority in education. The whole business of copyrights is often tied up with features and aspects that have very little to do with education. They are in a whole different range of experiences. So I would question whether in fact there is a great deal of prowess in the administrative aspects that can be readily developed into an educational broadcasting context.

Mr. Sherman: I have just one last question, Mr. Chairman. Has the Association had any

experience in terms of feedback with ETV or ITV in the mass adult audience field? Do you have any yardstick to determine acceptability, response and usefulness in respect of what you would call instructional television being applied to the mass adult audiences? Is there a great hunger for this kind of thing, and does it produce the necessary response, curiosity, and an inquisitive interest in both academic and quasi academic subjects?

Mr. Knowles: I can give you a very particular example which might in part answer your question. At META several months ago we produced a very short series on basic financial management, on how banks, trust companies, stocks and bonds worked in our country for fairly simple programs, and we tried to aim them at a fairly general public and used the best possible broadcasting techniques we could rather than just a straight lecture approach. We found that this generated an enormous response and in the sense that normally we do not get much reaction to our program we now have many people phoning or writing in after every program saying they would like scripts or follow-up material, which unfortunately we did not prepare in advance. This type of reaction leads us now to want to produce perhaps a more formal series, may be 12 or 15 programs, going into the subject in more detail with notes and follow-up material. So the shorter series not only can give a certain general knowledge to the public but can generate an interest in going into a field in much more detail both from the public's point of view and from our own point of view.

May I add that both in Canada and throughout the world there are a great many examples of the use of broadcasting techniques to focus the instructional television context on the needs of people. There is the Canadian experience of the French-language universities, for example, where by the presentation on television, in this case with the co-operation of the CBC stations in production, credit courses have been presented not only in Quebec but also in Northern Ontario through Laurentian University, through the University of Ottawa and, in Western Canada, through St. Boniface, so that large numbers of credit students accepted as such by the universities have been able to get educational experiences that otherwise would not be available to them at all.

• 1210

All of the research indicates that when people participate in such courses they do as well as people who are enrolled in the conventional courses. Now this, of course, has been proliferated for the last 15 years in the United States so that there is a great deal of experience based here.

Through the CAAE we have, of course, long standing experience with the old *National Farm Radio Forum* and *Citizens' Forum* which had both radio and television group involvement characteristics for discussion purposes, and so on. I do not think there is any question but that in Canada there is a genuine, and I would say significantly large, response to this kind of requirement.—

Mr. Curtis: Mr. Chairman, I think another example might be taken. It is an isolated example and perhaps it is an unfair one because the subject was of such national interest anyway. At the time of the tabling of the Hall Commission Report on medical services in Canada, the Association was working with the CBC towards the end of *Citizens' Forum*, and through a series of programs across Canada attempted to publicize the findings of the Commission to bring them to the attention of this country.

The response was phenomenal in terms of the fact that we had published a digest of the Report in pamphlet form and I do not know how many reprints we had to go through, but we sold something like 25,000 of them at 25 cents each or something like that which, in our terms, is a very large number. These requests came in from all across the country and a great deal of interest was engendered. Not very many people in Canada have read all the volumes of the Hall Commission Report, but a very large number have read the synopsis of it.

The Chairman: I wish you would do the same thing for the Carter Commission Report.

Mr. Curtis: Well, we certainly tried.

Mr. Sherman: I will conclude on this point, Mr. Chairman. I am somewhat intrigued by the possible novelty aspect of instructional television, and I hesitate even over the use of the term "instructional television", because I am not sure whether we are talking about mass educational television here or purely scholastic and academic educational television. So far as the scholastic and academic aspects of the operation are concerned, I con-

cur fully with all efforts to take television instruction into the schools and to utilize that new technology under, of course, the supervision of professional educators.

However, when we are talking about mass educational or instructional television, I just wonder whether the field is old enough or enough work has been done to determine now whether it has a novelty appeal that may taper off and peter out in time. Even in the brief span of television on this Continent we all have seen a number of chapters and phases. We have seen a number of types of programming that have become very popular and then faded to be replaced by something else. I do not suppose that educational television is old enough, really, for us to have obtained a firm reading on that, but I think, for example, of journalistic television which is currently enjoying a popularity vogue. I do not know how long it will enjoy such a popularity vogue; a few years ago there was no such thing as journalistic television until programs like *That Was The Week That Was* and *Seven Days* and others came on the scene.

Before we get into a major public expense of the type that would be entailed in setting up a separate ETV agency with all the necessary hardware, are we sure that after two or three years mass ETV might not similarly decline in popularity?

• 1215

Mr. Knowles: Well, sir, I suggest that television is here to stay, to coin a phrase. Obviously what will change are programming concepts within television whether in general or entertainment broadcasting or in educational broadcasting. Educational broadcasting is not really that young, either. It has been around throughout the world since the origins of radio. I recollect reading one of the early speeches of Herbert Hoover which had to do with the important power potential of radio as an educational medium which was really never picked up on any grand scale.

It seems to me that while education has a great deal to learn about the employment of the resources of radio, television and other electronic technological developments that may come along, it certainly is not a novice. I do not think there is any sort of fly-by-night attitude in the minds of the professional educational broadcasters. Certainly fashions come and go; it seems to me that this again involves a shift in values.

There is a detectable increase in the public interest in serious programs like the Beryl

Fox program the other night, for example. An increased percentage of American network programming is concerned with the presentation of documentary films, and so on. Part of this is the current love affair with colour television; you can present exotica in colour and it does not really matter what it is about, it could be blood or it could be water, but it is colourful so it is useful. This is one of those waves that you are talking about.

But I do not think there is any question but that we are learning and will continue to learn how to use it better for a whole range of society's goals. One of the goals of society happens to be to market and sell goods; another one is to enable people to learn. Surely that is at least as important—I say that a little cynically—as the other objectives that the society may develop.

Mr. Markle: And certainly, Mr. Chairman, educational broadcasting will have to develop its own market and work hard at encouraging and motivating people to take advantage of the program that is available. The other point, of course, is that a new audience is coming along every day.

Mr. Sherman: Thank you, Mr. Chairman.

The Chairman: Gentlemen, a couple of letters have been referred to in the discussion today, and the Committee has received three letters that bear on the submission of the Canadian Association for Adult Education. Perhaps you would like to have them appended to today's *Minutes of Proceedings and Evidence*. All have been distributed to members; they are from the Director of the Royal Ontario Museum; the President of the Institute of Professional Librarians of Ontario and Mr. Fred Gudmundson of the Saskatchewan Farmers Union.

Mr. Prittie: Mr. Chairman, did we ever have a motion to append this one from the British Columbia Educational Television Association?

The Chairman: That has been done.

Mr. Prittie: It is not much but I would like it to be there.

The Chairman: Is it agreed that the three letters referred to be printed as appendices to today's *Proceedings*?

Some hon. Members: Agreed.

Mr. Knowles: Since it is the intention of the Committee to embody Mr. Gudmundson's letter in the record, I should like to make a comment on it.

The Chairman: I think you have already commented on it. There is no indication that he speaks for the Union or as an officer of it, I think perhaps it can be treated as a personal letter.

I think we have had with us today a group of some of the most qualified people in Canada in the field of educational television. Certainly Mr. Knowles goes back a long way in this field. He was a participant in the Newfoundland educational conference which Don Jamieson chaired in 1966. I think he was the chairman of the planning committee for the National Seminar on Educational Television which the CAAE held in Toronto in 1967. We are very grateful to have had him and his colleagues with us today to help us in our study on this subject. We hope that it will not take us very much longer to complete our hearings and to make some contribution to the advancement of both education and broadcasting in Canada.

• 1220

Thank you very much for coming.

We expect to meet again on Thursday morning at 9.30 a.m., when the witnesses will be the representatives of the Canadian Broadcasting Corporation.

Mr. Knowles: On behalf of the delegation may I formally thank you for your durability this morning.

Mr. Sherman: We are not meeting this afternoon, Mr. Chairman?

The Chairman: There will be no necessity to meet this afternoon. Thank you.

APPENDIX "BB"

BRIEF TO THE PARLIAMENTARY COMMITTEE ON BROADCASTING

*Presented by the Canadian Association
for Adult Education, Corbett House,
Toronto, September, 1967*

I

The CAAE is grateful for this second opportunity to present in more detail our views on educational television to the committee. We are pleased that the Committee was able to delay its hearings somewhat on this very important matter. Since our last appearance we have fulfilled our commitment to hold a National Seminar on ETV in Toronto on April 13, 14 and 15, 1967. Participants in the Seminar represented all levels of education from all regions of Canada, most sectors of broadcasting and various interested levels of government. The Report of the Seminar is available and has been delivered to the members of the Committee, and all Members of Parliament. In sponsoring the Seminar, the CAAE did not commit its participants individually or collectively to any views held previously by the CAAE, other than the vital significance of the issue. Nor is the Association committed automatically to any of the views expressed, though we share many of them and have drawn heavily on those discussions for the substance of our brief.

II

The CAAE believes that Canada should engage in educational broadcasting by means of television as rapidly and as fully as possible. We believe that it is a resource too long neglected and that the benefits to education in Canada cannot be challenged. In fact, we do not believe that many of the presently stated goals of Canadian education can be achieved without a large investment in and dependence upon television.

III

The CAAE also believes that educational broadcasting is broadcasting of quite a different order than commercial and public service broadcasting as we now know it, and that the ability to create another kind of broadcasting in Canada will contribute to the

improvement of all broadcasting. We obviously do not believe that broadcasting for educational or instructional purposes need be dull or somehow second rate, but that it is a legitimate, significant type of broadcasting in its own right, demanding and deserving resources, talents and skills commensurate with any other kind.

IV

We would like to emphasize that throughout this brief we are speaking of the role of television in adult education. This emphasis is not to slight other forms of education or the education of the young; but it is offered not only because of the Association's purpose, but because to accept the importance of adult education necessitates some arguments for procedure in channel allocation, and in the administration of ETV. For example, if only the education of children, already grouped in schools with centralized budgets and locations is the object, then the range of technical decision is quite different. We believe that it is of the greatest importance to assert vigorously first, that all developed countries in the world are aware that it is no longer possible or practical to choose between the education of children and the education of adults in affecting development and second, that the chief participant in educational television is the adult student in his home. The CAAE believes that to accept anything less than this challenge in the elaboration of ETV in Canada in 1967, to allow the creation of a system which provides only for school-age children, and leaves the needs of the adult population to some hazy future would be to deny the realities of the present world, and emasculate for years the most powerful instrument at our disposal. Such timidity would be no credit to the present or future of Canada.

Therefore, the CAAE will not accept, and will endeavour with all its resources to persuade our citizens to find unacceptable, an

initial ETV enterprise that automatically in every case prevents or limits access by the entire adult population to this medium.

V

The tasks that Canada faces in adult education have mounted exceedingly rapidly in the past 25 years, and will continue to do so even more rapidly in the future. The Second Report of the Economic Council 1965 reinforces the arguments provided in the Report of the Royal Commission on Canada's Economic Prospects 1957 to the effect that our major problem in maintaining our economic viability is the availability of trained manpower. The new Manpower policy of the Federal Government envisaging as it does a rapid and enormous increase in adult training has been one response. There will be many others. There are other needs in the area of health, recreation, leisure and cultural pursuits. In each case it is apparent that no amount of investment in the education of children while they are children will solve the problems that face us. The measure of the success of the conventional education of children lies in the freedom and frequency with which as adults they continue their learning.

Qualitative data on adult participation in education in Canada are difficult to obtain, but there are plenty of secondary indications of the rate of growth of participation, past, present and future. In 1958 the Province of British Columbia had nine Directors of Adult Education employed by local school boards. In 1967 there are 74. Rough estimates of participation in programs of education suggest about three to four million adult Canadians participating, and this takes no account of all the vital informal activities. In all the research done in adult education in both Canada and the United States, one message is repeated over and over—if you compare a sample population of participants in adult education with a random sample drawn from the population as a whole, the adult education group turns out consistently to have had more education to start with. Education, it appears, is habit forming and cumulative in its effects. The lesson to be drawn from this, however, is that the more the educational level of the population goes up, as measured by a longer time period in the preparatory formal system, the greater demands there are on adult education.

Adult Education will therefore in the next 25 years have to cope with the three to four million already participating in addition to the enormous number now in the formal system, and with the pockets of adults who got a bad start, and need somehow to be drawn into the adult education system. We do not see how present available resources for adult teaching can cope with these numbers, despite the recent extension of conventional facilities. To accomplish even part of these new and demanding tasks the resources of television are desperately needed now.

VI

The CAAE also believes that it is important to stress that we are discussing television broadcasting of a quite different sort. Without wishing in any way to denigrate the splendid efforts of the CBC, and some private broadcasters, we are arguing that, in the terms in which we are speaking there has been little or no educational television in Canada. We are not talking about programs with an educational intent provided by existing broadcasting outlets, nor are we talking about programs which have from time to time fulfilled more of the prerequisites of *instructional* broadcasting, such as non-broadcast relationships with students, examinations, tutorials, or even credit granted. These programs have usually been included on commercial or CBC channels in off-hours, and with no commitment to repetition or development. The most characteristic thing about them is their lack of permanence and the sporadic nature of appearance, planning and evaluation. *The point of this argument is that despite some claims there is no significant experience with the sort of educational broadcasting of which we are speaking in Canada.*

What we are discussing and arguing for is the direction of a number of channels entirely to instructional purposes, channels that would be planned and operated on the basis of educational need. In this case, programs need not conform to strict hours and half-hours; the size of the audience for any one program is of little consequence, and there is no concern that the audience for one program should necessarily carry over to the next; in fact the reverse logic is true. What we envisage is not merely channels tied to a pre-existing school curriculum and used as "enrichment", but channels that would be related closely to assessments of community

need, large and small, and programmed with such needs in mind. What is of the greatest importance is that such channels should have a field staff that can, over a period of time, provide the underlying community organization essential to the success of ETV and that they should be seen as a major resource for learning by the community. To achieve this the channels must be accessible to adult citizens on their home receivers and their administration must be clear, responsible, evident and accessible to them as well.

ETV in our terms then is based on the following:

1. Educational objectives, which establish the criteria that determine subject selection, content, and instructional procedure, and that lead to developing cumulative learning experiences, directed at specific audiences.
2. An organized subject matter to achieve those objectives, presented in a sequence of programs.
3. A presentation that employs effective television techniques.
4. Presented at times convenient for the viewers at whom the program is beamed with adequate schedule and program lengths to achieve educational goals.
5. Adequate promotion and development to give viewers opportunities to hear of the programs' existence, and to learn to view and use effectively.

It may take the following forms:

1. Instructional Television

(a) Total teaching

(i) All teaching related to a prescribed course is given on TV, with or without the aid of correspondence, notes, tutorials, or other arrangements.

(ii) Instruction, largely intended for adults, given on TV with the object of bringing about change in information, knowledge, understanding, skills, appreciation and attitudes; or for the purpose of identifying and solving personal or community problems.

(b) Supplementary teaching by television

Some teaching related to a prescribed course is given on TV, with educational authorities conducting preparatory work, supplying additional information and follow-up work.

(c) Reinforcement by television

Related to a prescribed course, programs containing material designed to reinforce and enrich the course, and not readily available to the teacher.

2. General Cultural and Informative Programming.

Designed for those viewers adult or child, who may seek to increase information or knowledge, or to develop powers of thought, appreciation, or criticism, or who seek to be exposed to works in the fields of drama, music, literature and the fine arts generally.

VII

The CAAE is aware that differing conditions in Canada will necessitate different arrangements. We are thoroughly committed to the creation of a varied system so that over a period of years within broad general principles, quite varied experimentation and experience can be developed and eventually shared. For example, we are quite aware that our basic condition of immediate access to adults by means of VHF (very high frequency) channels cannot be achieved in all parts of the country. However, we are very much opposed to the automatic segregation of educational television to the ultra high frequency band, in order to solve local problems of scarce VHF channels. One or more VHF channel devoted to education operating in Canada will provide a chance to demonstrate what can be done when reasonable access is given to the adult population, and will therefore contribute to accelerating the conversion of sets where such access is technically impossible. We believe that there is room for a variety of models of planning, construction and administration and urge that such freedom or experimentation be permitted and encouraged.

PART II—Channel Allocation

I

The problem of how to allocate the variety of scarce resources for broadcasting transmission devoted to various purposes is a complicated one.

- (i) All broadcasting waves or channels have always been and remain in public domain, that is to say, they belong to the people of Canada. The fact that some

* Rosin, Earl; Educational Television, Canada. Burns and MacEachern Limited) p. 87; 88; 89; 90.

broadcasting frequencies have already been assigned for specific uses should not prejudice in any way the allocation of those that remain. To be explicit, the fact that the VHF band has been allocated predominantly for general commercial and/or public service does not in our opinion lend any weight to the argument that those uses have at this moment any prior right to those VHF channels that remain to be allocated. Whatever the basis of decision in the past, the present circumstances demand that all available channels be subjected to fresh judgments and allocations, based on existing prime need among the various demands for access.

- (ii) The VHF band gives the most immediate television access to those whom the CAAE regards as the natural and primary audience for educational television, adult citizens and their families in their homes. To settle for anything less than access to this audience wherever VHF channels are unoccupied and available would be to deny Canadian citizens everywhere access to educational transmission without the payment of an extra tax in the form of the costs of set conversion. We do not believe that our citizens should have to pay such an extra tax where it is not absolutely necessary, nor do we believe that an intelligent awareness of the educational demands now and in the future can permit such a decision. An even more important point is that the citizen in the lower economic levels of the country (most of whom have access to television sets capable of receiving VHF transmission only, and who need the educational services of ETV most) would be the last to get them. The supporting documentation describing a number of UHF and VHF markets in the USA, leading up to the passage of the All-Channel Television Bill in 1964 reveal how slow and minimal, in most cases, is the spread of UHF receivers.¹ CAAE is aware that restriction to UHF would not seriously burden the broadcasting of ETV programs to schools, where children are already collected. This however seems to us a radical and disastrous limitation on the power of television for education. *The CAAE believes that to automatically segregate*

ETV everywhere in Canada to the UHF band without making elaborate arrangements for set conversion would be a discriminating, damaging and basically wrong decision.

We are aware that the Board of Broadcast Governors has recommended that ETV not be segregated automatically to the UHF band and the CAAE supports that decision. When VHF channels are available the CAAE believes that education should be given immediate priority, and that steps should be undertaken to make conversion of sets on a planned basis easy and if necessary at public expense.

The CAAE therefore believes that an immediate plan of channel reservations in both the VHF and UHF bands throughout Canada should be implemented. This will provide time for those provinces and regions not yet ready for ETV utilization to make satisfactory plans.

The CAAE also believes that an *All-Channel Bill* requiring all sets sold in Canada to be capable of reception on both UHF and VHF wave bands should be introduced by the Government as soon as possible. Such a bill, combined with a policy of allocating educational, commercial and public stations on both UHF and VHF channels would give Canada the necessary variety of motivation toward the use of both bands by the viewer.

The CAAE believes that a policy of a temporary reduction of federal tax on UHF sets would also hasten the distribution of such sets and make the use of both these wave bands for all purposes more practical.

PART III—Administration

I

The CAAE has followed with great interest the various proposals for the administration of ETV by a variety of levels of government. We are aware that while the control of broadcast communications in Canada is traditionally a federal matter, the control of education is traditionally a provincial concern. However, television is a new and unique medium. Its nature therefore introduces new problems, but also new opportunities for relating national and regional purposes as expressed by education in Canada. The present complications, we believe, merely conceal the gradual evolution of a wholly new educational system in which television will play an important part.

¹ Available from CAAE office.

The CAAE also believes that the participation of the maximum number of interests as reflected by levels of government and voluntary organizations in the development of programs and their use is wholly reasonable. Our recommendations are based entirely upon our sense of the need to provide new administrative patterns for the reconciliation and co-operation of these interests. Other countries, such as the Philippines and Great Britain, have faced and are experimenting with these problems. In Canada the major experiment has been carried out by the Metropolitan Educational Television Association in Toronto. By such means the widest range of participation in program determination has been assured. We believe that such principles should govern the whole of the administration of ETV in Canada, allowing for specific provincial and regional variations. Specifically such principles are as follows:

(i) *Freedom of access.* All institutions of learning, public and private, should be provided with an appropriate degree of access to the air-waves for the presentation of the widest possible range of viewpoints and subject matter.

(ii) *Balance.* Reflecting the growing recognition of the future significance of education in our society, (not only formal, elementary and secondary school curricula for children, but the growing technical, continuing and higher education requirements), all levels of educational institutions should be guaranteed an active participative role in program planning, production and broadcasting, to the end that their educational objectives will be carried out.

(iii) *Technical quality.* In order that educational efforts to employ fully the resources of new technology in TV, radio, film, etc., should not fall short of the production and technical standards generally prevailing, every necessary step should be taken (and support given) by the appropriate levels of government and educational institutions to achieve high standards of technical and production competence.

II

STRUCTURE

1. A Federal Broadcasting Authority

As suggested in the White Paper on Broadcasting, (June 1966), a federal body must be

28065—34

a partner in the general policy on Canadian educational broadcasting. Such a body should function in close relation to the policies of the federal government, the provincial governments, and educational institutions, and would be responsible for carrying out the following functions:

(i) *Primary:* Subject to the limitation of Canadian broadcasting regulations it would provide the essential technical requirements of frequency assignments, antenna and transmission equipment (in some cases, production facilities), upon an agreed basis of rental to the appropriate provincial body,

All educational broadcasting licences would be held by the federal body, subject to regulations by the Board of Broadcast Governors. The federal body should have the status of a crown corporation, operating on the basis of federal legislation.

(ii) *Subsidiary:* Associated with the proposed federal body would be a Board of Advisors, representative of provinces and various institutional levels of education. (A certain number would be nominated by the federal government; a certain number would be nominated by the provincial authorities). The functions of the Board of Advisors would be to:

- make recommendations on the use of federal funds, frequency assignments, and use of resources.
- make recommendations to the regulatory body (BBG) on the future disposition of licenses.
- advise on the desired pattern of development of educational broadcasting throughout Canada.
- to advise on, respectively, the roles of the Canadian Broadcasting Corporation and private broadcasters in educational broadcasting, or related matters.
- act as a co-ordinating body for the optimum development of Canadian educational broadcasting.

(The Board of Advisors should be chosen, it is suggested, on the basis of distinguished contributions to Canadian education, arts, letters or science, or in communication, or in contributions to community life generally, and should be widely representative of levels of educational interest and concern).

A "Council" of representatives of the provinces could be established at the initiative of the federal body (but separate and independent in character), reflecting concern for such questions as exchange of technical and pedagogical information; program exchange; joint or co-operative productions; the procurement of new materials, re-use of programs, etc.

B. Provincial Educational Broadcasting "Authorities"

Given the limitations of the British North America Act respecting education, almost total latitude will have to be given to the provinces in the development of appropriate provincial educational broadcasting "authorities". Let it be understood, then, that the following proposals are made in order to ensure the maintenance of the above-mentioned characteristics of access, balance and quality in the program development. It is suggested, however, that each province develop its own "authority", for the purpose of negotiation with the proposed federal body:

1. Functions of the provincial "authority"—

(i) Within a province, to arbitrate or make decisions on the use of available frequencies, air-time, production facilities and adjudicate claims

(ii) To recommend program objectives to the participating institutions.

(iii) To draw up budgets for the administration of the authority.

(iv) To study, make recommendations re budgets, etc. to a Department of Education, University Affairs, etc. or to the federal authority.

(v) To secure financing of required programs from a variety of sources.

(vi) To establish guidelines for program planning, administration and other practices of the local ETV stations.

(vii) To establish liaison with research, teaching and other educational and broadcasting bodies.

(viii) To appoint representatives or delegates to the federal authority, or its associated "councils", or to other bodies (CBC, etc.).

(ix) To provide the means of community organization to support programs for adult education.

2. Administration of Provincial Authority.

A provincial authority would have to develop its own administrative structure, with

financial support provided from a number of sources e.g.:

—provincial treasury

—federal educational broadcasting authority

—member or participating bodies (ETV association, school boards, universities, etc.)

—other sources (business, industry, foundations, etc.)

The administrative staff to be employed by a provincial authority would be responsible to a Board of Directors, operating under appropriate provincial charter as an incorporated body.

Whatever the eventual administrative structure to be created within each province, there are basically two areas of program interest:

(a) elementary and secondary school formal educational programs for children (the pre-eminent interest of Departments of Education and local boards of education)

(b) adult, continuing and higher education, (the concerns of adult education bodies, community colleges, universities, community bodies, etc.)

These two areas of interest, because of the difference in their relation to Departments of Education, should be given the opportunity to develop in separate but parallel directions. It is important, then, that each provincial authority take into consideration these two areas of interest and need. There might be brought into being, for example, in each province, two separate "councils" as—

(a) "Classroom" elementary and secondary Council, with representation province-wide from the Department of Education, local school boards, ETV associations, to develop the best approach to programming.

(b) "Adult Education" Council, representing the interests of the Department of Education, universities, technological colleges, school boards, other adult education and community interests.

N.B. The administration of the ETV stations to be established should be a joint function of the federal authority (in transmission facility), the provincial authority (primarily in production of elementary and secondary school classroom ETV curriculum) and the local educational bodies. So that, for exam-

ple, in the operation of an ETV station in London, Ontario, local educational bodies such as the Board of Education, the University of Western Ontario, the London Council for Adult Education, as well as the Department of Education of Ontario, and other bodies would share in policy-making governing that local station's programming.

It will be important, for the maximum educational and democratic benefits to be derived, for a community-based system of control to be asserted, with the flexibility provided for local needs to be recognized.

A wide range of possibilities for station development would seem to be possible, subject to local and provincial (or interprovincial) decision. In some cases, provinces may wish to maintain and extend educational broadcasting through the CBC or private stations. Provided that this kind of development is not in conflict with other responsibilities of the CBC or the private stations, it would seem wise to permit such approaches. Elsewhere, it may be possible for cooperation with the CBC or private interests to take other forms. For example, an ETV station might become, for part of its daily schedule, a part-time CBC affiliate. (The CBC's role as a production and broadcasting agency for national educational interests should be maintained, in recognition that there will be many program requirements, that cannot be justified from cost standpoints on the basis of small audiences, but which however can be justified on a national programming basis.)

PART IV—The Canadian Broadcasting Corporation

The CAAE is aware of and respects the long and distinguished contribution of the CBC to Canada. Indeed we have co-operated closely with the Corporation and hope to continue to do so. We do not believe that the inauguration of instructional television in any way qualifies the important role of the CBC in providing a national service of entertainment, the arts, and public affairs, except to free some time now devoted to school broadcasting. Even if ETV is given the broadest interpretation, as we believe that for purposes of adult education it should be given, it does not in our opinion, in any way inhibit the national role of the CBC. The logic of instructional broadcasting is entirely different; in fact it is opposite to the logic of entertainment and general broadcasting. *Canada needs both services if it is to survive.*

We have studied with care the proposals of the CBC with respect to its role in ETV. We believe that for obvious reasons the CBC has immensely valuable technical experience and services to contribute. We do not however believe that Educational Television should be administratively included in the present organization of the CBC. There are considerations of size as well as the complications of two quite diverse services being included in the same administrative structure. We believe that the CBC will be better able to concentrate on its assigned task without the administrative demands of the new service. The financing and technical problems of the new service are quite different and distinct and there is no significant advantage that we can see in lumping them together in the same body.

This is not to say that the CBC has not made distinguished contributions to instructional television and may continue to do so for a limited period of time. There are some regions of the country that will continue to use the services of the CBC until they are ready to assume the direction of channels of their own.

Part V

While we believe that television is the crucial matter at the present time, we also believe that there is an important future for educational radio. There are a number of specialized functions that radio can perform under the same general administrative direction as that proposed for television. We believe that there is room for a good deal of experiment in the use of radio and would urge that such a provision be made. Two sample proposals are:

- the use of specific frequency for language teaching in major Canadian cities; primarily French, but other languages as well
- the regular broadcast of sessions of parliament so that citizens may tune in at any time to the nation's public business. We believe that particular sessions should be telecast, but that the regular sessions should be available in radio as a matter of course.

Research And Development

A comparison of the social psychological research area contributing to development in education, with the physical science-industrial systems produces two inescapable conclu-

sions. While Canada is seriously short of research in the social and psychological sciences, we are also short of concentration in the most crucial stage which is development and testing. If we are to make the most of a massive investment in ETV, we must also invest in research and development regarding its use. The CAAE has recently proposed the creation of a Crown Corporation for the purpose of stimulating and financing

research in education on a basis that would co-ordinate the efforts of Federal and Provincial Governments. We believe that such an arrangement could also stimulate research in ETV and would urge the committee to consider such a development.

Respectfully submitted

Canadian Association
For Adult Education.

APPENDIX "CC"

OFFICE OF THE DIRECTOR
ROYAL ONTARIO MUSEUM
UNIVERSITY OF TORONTO

*Short Brief on Subject Matter of Broadcasting
and Televising of Educational Programmes.*

As Director of Canada's largest Museum you can understand that I am both stimulated and concerned about the possibilities presented by educational programmes. To give you an idea of the attraction of this organisation, our attendance is increasing at the rate of 50,000 per year to a present total of 800,000. When our Planetarium opens in September the attendance will rise to one and a quarter million per year. At present we teach 95,000 children and to this the Planetarium will add another 100,000. These are large numbers indeed, and I doubt if they have registered in the correct quarters.

I am concerned that the definition of educational programmes would appear to exclude individual programmes on subjects which the Museum can provide.

This is not the place to go into great detail, but a museum of this size, with its twenty-

two departments of the arts and sciences, can provide an unlimited supply of most valuable programme material. It would be unwise, I feel, to exclude individual programmes which would appeal to all educational levels. Experience in other countries has suggested that such programmes have a tremendous appeal and I would like to see the potentialities of these great Canadian collections used to the full. A forthcoming television programme on the Royal Ontario Museum in the 'Telescope' series will, I think, prove the importance of the contribution that we can make.

You are probably aware that many great museums, especially in the United States, have television facilities in their buildings and produce regular programmes.

I shall be happy to appear before the Committee.

28 February 1968.

APPENDIX "DD"

INSTITUTE OF PROFESSIONAL
LIBRARIANS OF ONTARIO

90 Haddon Avenue South,
Hamilton, Ontario,

January 28, 1968.

Mr. Robert Stanbury, Chairman,
Standing Committee on Broadcasting,
Films and Assistance to the Arts,
Parliament Buildings,
Ottawa, Ontario.

Dear Mr. Stanbury:

At a recent meeting the members of the Board of Directors of the Institute of Professional Librarians of Ontario passed a resolution in full support of the position of the Canadian Association for Adult Education with regard to educational television, namely:

that educational television be defined as relevant to all age groups from pre-school to old age;

that where VHF channels are available, one be reserved in each community for educational television;

that manufacturers be required to include UHF channels on all new television sets.

It is our hope that the members of your committee will give serious consideration to these recommendations.

Yours very truly,

(Miss) Kathleen R. Matthews,
President,
Institute of Professional
Librarians of Ontario.

APPENDIX "EE"

SASKATCHEWAN FARMERS UNION

Head Office

Saskatoon, Saskatchewan

Saskatoon, December 7, 1967.

Parliamentary Committee on
Educational Television,
Ottawa, Ontario.

Dear Sirs:

As a member of the Canadian Association for Adult Education, I would like to inform you that I am *unalterably opposed to the stand taken by the CAAE* regarding restricting Educational Television to the Ultra High Frequency band. My opposition to the stand taken by the CAAE therefore constitutes support for (what is assumed to be) the proposed legislation restricting ETV to the UHF band.

In support of my position, I feel that ETV can be only one of two things—either a curse or a useful tool in achieving humanitarian goals. Which one of these ETV becomes will depend largely on the steps we take to ensure that it remains free of commercial, religious and political influences. I can think of no more certain method of destroying any value that ETV might have than to broadcast on VHF bands where it will become part and parcel of the conscienceless, subjective commercial system.

One of the other objections voiced by the CAAE is that the cost (estimated at \$35.00 to \$50.00) involved in converting a homeowner's set will pose serious obstacles to those sections of the community which need education TV the most, i.e. the under-educated and economically deprived citizen. This argument

is ridiculous and petty in the extreme. In the first place, if a person who has found the wherewithal to purchase a \$300.00 television set is sufficiently motivated to use ETV, I feel quite certain he will find the wherewithal to convert his or her set to receive programs broadcast on the UHF band. In the second place, if the nation feels strongly enough about the merits of ETV and if we have the technical and economic capacity to produce and broadcast educational programs, surely we have technical and economic capacity to assist people to convert their sets if, indeed, they require this assistance. This would be a very small price to pay for safeguarding the only thing that could make ETV palatable—it's unadulterated objectivity.

The inference I am making in this letter to you should be clear. ETV is a powerful instrument—one which is better left *unused* than *misused*. If misused through lack of proper safeguards, e.g. by placing it within the reach of the commercial sector, we will be hastening our final entry into the Orwellian nightmare. That the Canadian Association for Adult Education chooses to press for ETV broadcasting on the VHF band should serve as a good example to your committee as to what can happen. Remember that the CAAE is not entirely free of commercial influences.

Sincerely,

Fred Gudmundson,
143 Rupert Drive,
Saskatoon, Sask.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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and/or a translation into English of the French.

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ALISTAIR FRASER,
The Clerk of the House

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament

1967-68

STANDING COMMITTEE

ON

**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 20

THURSDAY, MARCH 14, 1968

Respecting the

Subject-matter of broadcasting and televising
of Educational Programs

WITNESSES:

From the Canadian Broadcasting Corporation: Messrs. George Davidson, President; James Gilmore, Vice-President, Planning and Assistant Chief Operating Officer; Ron Fraser, Vice-President, Corporate Affairs; Eugene Hallman, Vice-President, Planning; and Donald Bennett, Director of Program Policy.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968

STANDING COMMITTEE ON BROADCASTING, FILMS
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Asselin	Mr. Jamieson,	Mr. Prud'homme,
(<i>Charlevoix</i>),	Mr. Johnston,	Mr. Régimbal,
Mr. Basford,	Mr. MacDonald (<i>Prince</i>),	Mr. Reid,
Mr. Béchar, ¹	Mr. Mongrain,	Mr. Richard,
Mr. Brand,	Mr. Munro,	Mr. Schreyer,
Mr. Cantelon,	Mr. Nugent,	Mr. Sherman,
Mr. Cowan,	Mr. Pelletier,	Mr. Simard—(24).
Mr. Fairweather,	Mr. Prittie,	

M. Slack,

Clerk of the Committee.

¹ Mr. Mongrain replaced Mr. Goyer after morning sitting of Thursday, March 14.

ORDER OF REFERENCE

THURSDAY, March 14, 1968.

Ordered,—That the name of Mr. Mongrain be substituted for that of Mr. Goyer on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

Attest:

ALISTAIR FRASER,
The Clerk of the House of Commons.

EVIDENCE

(Recorded by Electronic Apparatus)

Thursday, March 14, 1968

1009

The Chairman: Gentlemen, we have with us this morning Dr. George Davidson, the President of the Canadian Broadcasting Corporation. Dr. Davidson is making his parliamentary debut in that office, and I am going to call on him to introduce his colleagues and to present the Corporation's brief.

Dr. George Davidson (President, Canadian Broadcasting Corporation): Thank you, Mr. Chairman. Gentlemen, it is a pleasure for me to appear before the members of this Committee. I would like to begin, as you suggest, by presenting my colleagues who are here to assist and to answer any questions on points of detail that members of the Committee may wish to raise after the brief itself has been presented.

1010

On my immediate right is Mr. Eugene Hallman, Vice-President of Programming of the Corporation. Next to him are Mr. Ron Fraser, Vice-President of Corporate Affairs, and Mr. P. Gilmore, Vice-President of Planning and Assistant Chief Operating Officer. Sitting in the seats behind Mr. Gilmore are, respectively, Mr. Don Bennett, Director of Program Policy, and Mr. Duffield, Director of Planning of the Corporation.

I do not need to tell you, Mr. Chairman, that at my stage of familiarity with the affairs of the Corporation most of the answers to our questions will reside in the heads of these gentlemen rather than in my own.

I would like to make one other preliminary observation, if you will permit me to do so. I must express my apologies this morning for having only the English text of our brief to present to the Committee. The French text will be available tomorrow morning. I should explain that the day before yesterday I spent most of the afternoon dictating on tape what I thought was the complete text of our presentation; I went home quite happy, only to find the next morning that the tapes were

all blank and I had to start all over again yesterday, with the result that we were not able to get the re-dictated version of our presentation ready in both languages for this morning. It will be available to all members of the Committee within 24 hours.

Mr. Chairman and members of the Committee, the Canadian Broadcasting Corporation appreciates the opportunity presented to it today to appear before this Committee and to offer its views on a number of aspects of the important subject of Educational Broadcasting.

We have followed with interest the proceedings of the Committee to date and the testimony provided by a representative group of interested organizations, as well as by a number of particularly well-informed individuals. There can be no doubt as to the intense and widespread interest in this matter on the part of educational authorities throughout Canada—an interest that is shared by a large number of representative organizations, both lay and professional, who are active in the field of education or interested in the support of educational activity. I am sure that the Committee has been impressed, as we have been, by the rich variety of approaches to this subject of Educational Broadcasting and by the wide divergence of opinion as to how the Educational Broadcasting function in Canada can best be carried out.

If the testimony presented to this Committee is any guide, there is virtual unanimity on at least one point, that is the desirability of providing extended facilities within Canada for the development of school and educational broadcasting services on a greatly expanded scale. Radio and television are seen by all concerned as vastly important but greatly underutilized instruments in the strengthening and reinforcement of our educational systems at all levels of our society—not only for children and young people in our school systems, but also for the populations of our universities and for adult education purposes as well.

The question before the Committee is really this: How do we go about the development of an educational broadcasting system for Canada? Here, it seems to us, as we have followed the proceedings of this Committee and the testimony given to it to date, there is far from a consensus, either among the experts themselves or among the interested educational authorities and related organizations, as to the method best calculated to give Canadians an educational broadcasting facility and system that will be adequate to meet the nation's and, in particular, the provinces' future needs.

Some witnesses have supported the creation of a distinct and separate Educational Broadcasting facility by the Federal Government—its purpose being to service on a purely technical basis the needs of the Provinces and other educational authorities who would themselves be responsible for all aspects of programming, including production, acquisition of programs, selection and the determination of content for everything that goes out over the educational air waves. Other testimony, relying upon experience to date, has supported the continuation of the development of an Educational Broadcasting service within the Canadian Broadcasting Corporation and its affiliated stations—utilizing private stations as well whenever this is possible. Still others have indicated a preference, or at least a willingness, to see the responsibility for school broadcasting, if not, indeed, all educational broadcasting, left in the hands of the provinces which, under the constitution, have the prime if not the exclusive jurisdiction in this important field.

• 1015

There are differences, too, Mr. Chairman, with respect to the technology to be used in the development of a new educational broadcasting facility or service. Some of the briefs submitted to date have appeared to assume the necessity of creating a new broadcasting facility, complete with transmission facilities and production facilities for live programming directly into the classroom. Others have suggested that to create such a traditional facility would be to entrap ourselves in obsolescence for a generation to come, inasmuch as new technology involving the use of electronic video recorders and other devices is now entering the realm of the practical within the very near future, thus rendering less urgent the need for the development of

more traditional systems for the actual transmission and distribution of educational programs.

A third indication of the lack of consensus in this complex field has to do with the definition of what we mean when we use the expression "educational broadcasting". Here we run the gamut from the limited and narrow definition favoured by those who think of educational broadcasting as a direct adjunct to the school educational system to the other extreme where every type of program that could conceivably activate the human mind is swept into the orbit of educational broadcasting under the label of "enrichment".

It is perhaps not surprising, in view of the lack of consensus demonstrated by the illustrations which I have given, that there should be some confusion in the minds of the interested general public and possibly some lack of a clear consensus within this Committee itself as to the steps which should be taken in the immediate future to advance the cause which we all accept and support as desirable. I might add Mr. Chairman, that the Canadian Broadcasting Corporation itself shares this uncertainty as to the approach which should be taken to the solution of this problem.

The Corporation believes, Mr. Chairman, that the essential reason for this lack of consensus, for this uncertainty, is that the interested parties have not yet succeeded in establishing a common basis of solid factual material which would enable a clear judgment to be made as to what it is that we really seek to accomplish in the field of educational broadcasting. Until this factual basis is established and there is a sufficient measure of agreement concerning it, I confess that I do not see how we can clearly determine the kind of machinery that should be set up.

What should be the long range policy? The Committee may well find that it is not in a position where it can with assurance or certainty determine what this long range policy should be at this time. If this should be the Committee's conclusion, it will not be alone in this position. The experience with educational broadcasting techniques in other countries, notably in the United States, the testimony given here only recently by the Canadian Teachers' Federation, and by other bodies, confirms the view that in the field of educational broadcasting we are still experimenting with many techniques and varieties of approach which have not yet been fully established as valid pedagogical instruments.

The establishment of a suitable long range policy may therefore require a good deal more study and examination of the long range aspects of the problem, including future technology that is appearing on the horizon, than this Committee at this stage of the proceedings will find it possible to devote to it.

Should this be the case, the Committee may well conclude that some interim short range policy to move the program forward without necessarily having to crystalize it in final form would be desirable. This interim policy to bridge a period of several years' duration would make possible the establishment of the solid factual basis for decision-making which in the judgment of the Corporation is now lacking. This interim policy could be based on the continuation and enlargement of what now exists, without prejudice and without any commitment to prolong, to expand or to continue existing arrangements beyond the point in time when a clear policy decision can be made as to what the future shape of our educational broadcasting system should be.

I believe, Mr. Chairman, that this Committee might well consider the advisability of moving towards an ultimate long-range policy for educational broadcasting through this intermediate phase which will strengthen and build upon what we now have, thus maintaining both continuity and momentum until the uncertainties as to the desirable long-term policy are clarified and we can take the major decisions which will shape the character of our educational broadcasting service for a generation or more to come.

• 1020

With these preliminary remarks, Mr. Chairman, may I now proceed to another portion of our presentation. I should like to outline the Corporation's present role in the field of educational broadcasting so that the members of the Committee may know exactly what part the Corporation is playing in this important field at the present time. In doing so, I should like to make it clear however, that the Corporation is not endeavouring to stake out any particular claim or to assert any vested interest in the future development of educational broadcasting for Canada. It is not our intention to espouse any particular procedure or development, or to urge upon you any particular or preconceived role for the CBC in the field of educational broadcasting. Rather, I hope that we can be helpful by clarifying some of the issues, by answering your

questions with facts as we know them, or with the opinions we now hold, and above all by assuring Parliament, through this Committee, of our intention to cooperate to the fullest extent possible in implementing whatever Parliament's final decision may be.

Should this Committee recommend that a new Federal Educational Broadcasting Agency be established, and should Parliament so decide, I can assure you that the Corporation's expertise in a wide variety of technical and other fields will, if desired, be made available to those responsible for the creation of such a new Agency. Important issues will arise for the Corporation because, at present, as I hope to show you, we are heavily engaged already in the field of educational broadcasting. We will, however, depending entirely on the recommendation of this Committee and the ultimate decision of Parliament, be prepared to discuss, if need be, either the phasing out of our present radio and television educational broadcasting services, or the maintenance, modification or extension of the service to whatever degree may be considered desirable and within our financial and programming capabilities. I do not know, of course, what view the members of the Committee will hold as to the desirability of creating a new federal agency, or the desirability of continuing as an alternative, to assign some role, either its present one or some different one, to the Canadian Broadcasting Corporation for the future. Whatever that role may be, the Corporation will of course do all within its power to accept the responsibilities which are placed upon it.

We already have, as you know Mr. Chairman, the nucleus and a considerable nucleus it is, of an educational broadcasting service, at least for the school systems in the various provinces, in the form of our long established School Broadcasting Departments. Without being unduly immodest, I believe that the experience available in the Corporation would be of particular assistance in helping to develop more concrete plans of service to provide cost estimates, to work with existing educational authorities with whom we are already on familiar terms, and to develop technical criteria or facilities or standards, which would do much to ensure the success of any interim arrangement or agency, as well as providing a firm foundation for the establishment of a separate ETV agency at some future date, if Parliament decided that this was the course it wished to take.

In fact, as members of this Committee will know, the Canadian Broadcasting Corporation has been for many years the de facto federal agency serving the needs of the provinces and local educational authorities in the field of educational broadcasting. As of today, we are spending well over \$1 million annually in out-of-pocket expenditures out of the budget given to us by Parliament on school broadcasting in radio and television. This does not include any value placed upon air time, on provincial contributions to the cost of these programs, or on other elements that go into the total evaluation of the programs themselves.

During the last year—and I have some corrections to make in this sentence—Mr. Chairman, we broadcast approximately 1100 school radio programs involving some 380 hours of programming time on radio, and approximately 2,100 school television programs involving approximately 517 program hours of time on television. We do this programming in collaboration with individual provinces and with groups of provinces, through working arrangements which have developed and improved over the years as we have gained experience in this joint undertaking. Our arrangements vary greatly from province to province and are entirely flexible, depending upon the province's assessment of its needs and, of course, on our own ability within the limits of scheduling and of financing to meet these needs. If it would be helpful to this Committee, we could have a statement prepared showing these various arrangements and it could be submitted at a later date and form a part of the record for the fuller study of this Committee.

• 1025

It will be clear from what I have just said that a significant amount of both time and money is now being devoted by the Corporation to the field of educational broadcasting and this means, of course, that any decision taken as to the future of educational broadcasting cannot but have an important impact on the nature of the Corporation's own operations. The time devoted to school broadcasting counts, for example, as part of the Canadian content in our total programming. Removal of school broadcasting in its entirety from the competence of the Corporation could not but have a significant effect on this aspect of our operation. School broadcasting in its various forms takes up important segments of the daytime broadcasting schedules of the

Corporation, both on radio and on television. This affects not only the Corporation's own stations, but also its affiliated stations as well.

The Corporation is keenly aware of the fact that in some areas it has not been able to provide as much in the way of educational programming time as the provincial educational authorities would like. Indeed, this illustrates a problem with which the Corporation is faced at this very moment. What should our attitude be when we receive requests from the provinces for the enlargement of extension of our school broadcasting services, and this at the very time when this Committee and Parliament are examining the possibility of establishing a completely separate and distinct educational television agency to provide these same facilities and services in greatly expanded form to meet provincial needs.

We have before us, at the present time, a number of requests that we should increase the amount of time that is now devoted to school television programming. What should our attitude be in the light of these current discussions within this Committee of the future of ETV? Should we accept these requests for additional service, or should we hold the line at present levels and suspend judgment on the extension of our services in the educational broadcasting field until some indication is given of CBC's future role in this regard? Does it make good sense that the Corporation should move to increase its provision of services at this time in an area which may, by decision of this Committee, and Parliament, become the responsibility of a separate agency? Would the position of the Corporation in this regard be subject to misunderstanding if we undertook to meet these requests for extension or services, even on an interim basis a final decision as to future long-range policy?

These questions, Mr. Chairman, illustrate the kinds of problem we in the Corporation are facing in respect of educational broadcasting right at the present time. We need to know what is expected in the future of the Corporation. We need to know if it is expected that CBC will remain in the field, whether we are to expand the kind of service which we provide at present through radio and television, or whether we are to phase out these activities and, if so, over what period of time. Answers to these questions are important to us because of their impact on our efforts to develop long-range planning as to the Corporation's needs in terms of money,

facilities, staff and programs which will have to be developed, either as educational programs or as replacement program in the event that the CBC is to phase out its activities in this field.

May I give some indication of the Corporation's position in this matter at the present time. I would like to make it clear to our colleagues in the field of education across the country that the CBC will certainly continue to do no less than it is now doing in the field of educational broadcasting until such time as future policy becomes clear, and the Corporation's role in this field is more precisely defined than at present. There is no desire or intention on our part to cut back or restrict the services we are presently providing to the extent that we are now providing them. In limited areas within our present facilities and resources, we may even be able to respond in modest fashion to some of the requests for additional time or additional distribution of program material produced by or for the provincial authorities essentially at their expense. Even this may present some problems for our affiliated stations, but this maintenance or at most modest extension of existing service seems to me to be about as far as we can or should go in present circumstances. I do not see how we could justify in the present state of uncertainty as to the Corporation's future role in the field of educational broadcasting any extension or enlargement of services or facilities which would require the Corporation to mobilize additional resources beyond those which are within its grasp at the present time. It would not be appropriate in my judgment to make any decisions in this direction until such time as the viewpoint of this Committee and of Parliament becomes clear and the future role of the Corporation in the educational broadcasting field in relation to the proposed new ETV agency is understood by all concerned.

• 1030

Could I move on now, Mr. Chairman, to a number of comments that I would like to make having to do with some of the technical aspects of educational broadcasting and recent technological developments in this field. I would not be surprised, I can assure you, if some members of this Committee were to ask the question at this point how it is that the President of the Canadian Broadcasting Corporation after six weeks of experience in the field considers himself competent to express opinions on the technical aspects of educational broadcasting. I can assure this

Committee that what I have to say to them on this subject, as indeed on much of what has gone before, is based upon the knowledge and experience of the competent technical and engineering officers of the Corporation who are closely in touch with the latest technological developments and can provide further supporting evidence if required.

We are all familiar with the current patterns of broadcasting, both radio and television, through the use of traditional broadcast transmitters and, latterly, through the introduction of cablevision systems—both of which are now in widespread use as mechanisms for reaching audiences in the home. Because of our familiarity with these mechanisms we tend to think of the facilities required for school or formal educational broadcasting as being essentially the same. If we examine the requirement a little more closely, however, I think it becomes clear that the problem of broadcasting educational materials to serve in-school audiences is in many respects quite a different problem, and it is not easy to visualize the role or the need of a network of standard—and I emphasize the word “standard”—broadcast transmitters to serve in-school audiences. A simple illustration will suffice to indicate what I mean. The standard broadcast transmitter can broadcast only one program at a time and the number of programs that it can transmit is limited by the length of each program and the number of hours in the broadcast day.

A typical school, on the other hand, is composed of multiple classes, at different ages, grades and levels, with different subject matters being taught in different classrooms at precisely the same point in time. Different classes require, therefore, different types of programs at any given hour of the day and no one standard broadcast transmitter can adequately serve all the different classes simultaneously in a multi-class school. In fact, the program needs of schools under these circumstances can only be met fully and adequately through films or television recordings which insure that specific programs can be made available to individual classes when they need them, and that these programs can be made available at times which suit the convenience or the timetable of the individual teacher. This is a simple illustration, Mr. Chairman, perhaps oversimplified, but it is designed to indicate the problem that faces us in the field of educational broadcasting.

This suggests, Mr. Chairman, that the role of the standard broadcast transmitter in serving in-school audiences relates not so much to

the possibilities of live broadcasting as to use which can be made of the transmitter as a technical distribution facility for a reasonably wide area of programs which have been produced and taped or filmed at some earlier point in time. Through the use of broadcast transmitters, coupled with the installation of recording machines in the schools themselves, it becomes possible to record transmitted programs at the actual time of transmission and to hold these recordings for use at a time which fits into the educational timetable of the school or class.

This brings me to the following question. If the broadcast transmitter in the educational broadcasting field is to be used essentially in the manner I have suggested, is it necessary under these circumstances to build a special network of broadcast transmitters solely and exclusively for the distribution of programs for recorded in-school use and, as a second question, is it necessary to broadcast these school programs for recording at hours of the day or night which coincide with the periods when home audiences are watching the regular television fare.

The latest technical developments in recording at the television set itself involving the use of electronic video-recorders suggest that it should be possible to make very considerable use of existing broadcast transmitters, both CBC and private facilities, for the distribution of educational programs to schools for recording during off-hours—for example, between midnight and the early morning hours when regular television programs start again. Additional costs might well be involved in such an arrangement, special overtime costs for operating personnel to give but one example; but surely such additional operating costs would be more than offset by the savings involved in not being required to invest in the heavy capital costs of establishing a complete new network of broadcasting transmitters and other facilities largely in duplication of the expensive transmitter facilities which are now available.

I draw attention, in passing, to the very considerable estimates of the capital costs involved if formal broadcast transmitting facilities are to be established on an adequate basis of a separate facility in typical provinces. I believe the Ontario government has set the cost in this province at something like \$23 million. The Saskatchewan government has used a figure around \$13 million as the estimate of cost for that province. This gives some indication of the magnitude of capital

cost involved if a network of broadcast transmission facilities to adequately cover the needs of all ten provinces and two territories of Canada were to be contemplated. I might also remind the Committee in this connection that, even after 30 years or more of gradually extending the plant and facilities of the Canadian Broadcasting Corporation, we have still not yet succeeded in providing a complete network of coverage for standard broadcasting services to the Canadian population.

I ask the Committee to consider how rapidly in present circumstances we can hope to progress in the development of a full new separate transmitting facility to serve the needs of all the provinces of Canada in the educational broadcasting field at the same time as we are struggling year after year, with the capital funds that are placed at our disposal, to fill out and complete the basic national broadcasting structure required by the national broadcasting service.

The moral of this I suggest, Mr. Chairman, is that if there is any way by which we can responsibly proceed with the developing and strengthening of our educational broadcasting services without committing ourselves irrevocably to a capital construction program which will inevitably cost tens of millions of dollars to complete and may not in the final analysis be necessary because of changing technology—if there is any way to proceed then we certainly should examine carefully all alternative possibilities. I am reliably informed, in this connection, that there is every prospect that within the next five years, or less, an effective and practical television set recorder will be available, that this could be attached to the television set in the school and could be turned on automatically on a signal from the transmitting station and could record automatically, without attending staff being necessary during the night-time hours, whatever educational programs are available for transmission. These programs would be recorded by the receiving and recording set in the school itself and would be available for use the following day throughout the school television distribution facility whenever required.

• 1035

I recognize that this process, known as EVR (electronic video recording), has not yet emerged completely from the development stage, but it is expected that several hundred units will be placed in schools in a number of

countries of Europe for large-scale testing in the course of the present year. Certainly, there is every reason to believe that the development stage is now far-advanced and that the time is not far off when the electronic video-recorder will move into production and become available for use within our school system or in other ways. The technical experts in the Corporation who are familiar with developments in this field are convinced that what we are discussing here represents not far-off thinking at some remote point in time, but a distinct probability for the very near future.

If this is so, and we believe that it is so, then I suggest to the Committee that we have here a technological breakthrough which might well reshape all of our thinking about the role and the need of television transmitters, not only in respect of educational broadcasting, but also in respect of other areas of broadcasting as well.

I should like to make one further point before concluding, Mr. Chairman. Very little has been said in this discussion of educational television about the continuing role of radio in the field of educational broadcasting. What is the position to be in this regard? The Canadian Broadcasting Corporation does a great deal of work in the educational broadcasting field through its radio facilities. What is the pattern of the future to be if there is to be a separate educational television agency with its own broadcasting facilities? Is it to carry also the responsibility in the field of radio broadcasting? Or is educational television to be the responsibility of one federal agency, so far as the provision of the necessary facilities is concerned, while radio continues to be the responsibility of another federal agency, the CBC. On the face of it, it does not appear to be very logical to have the responsibility for educational television broadcasting vested in a new and separate agency, while leaving radio, which will for many years have an important role to play in the field of educational broadcasting, with a different federal agency.

The importance of this question to the Corporation, Mr. Chairman, is underlined by the fact that we are, at present, engaged in an intensive study to determine the future shape of our total radio service, not only in the field of educational broadcasting, but in all other fields as well. We will need to have a fairly clear indication of what may or may not be required of us in the educational

broadcasting field so far as radio is concerned if we are to make intelligent decisions as to our total posture and policy in the radio broadcasting field over the next several years.

• 1040

May I conclude, Mr. Chairman, with a brief summary and restatement of the Corporation's position. We are concerned with what we conceive to be the lack of clear consensus among those who are most directly concerned with educational broadcasting as to what it is that Canada should be trying to set as our objectives and to accomplish in this field.

We do not see much evidence of a common basis of facts, a common philosophy or a common set of objectives among those who have presented their views to this Committee. I do not say this critically because what I have just said applies to the Corporation's position as well as to that put forward by other groups or individuals. It appears to us to be simply a fact that, even among the experts, even among the professionals, even among the interested provincial educational authorities, opinions differ as to what should be done and, more specifically, as to how it should be done.

There is no clear consensus as to the definition which should be developed for educational broadcasting,—whether it should be fairly well limited to the formal types of educational broadcasting which are embraced within the educational system, or whether it should extend to include a wide variety of enrichment programs. Until this definition can be arrived at, it seems to us difficult, if not impossible, to determine how the responsibilities should be allocated between two separate agencies of the federal government—assuming that it were decided that a separate educational television agency should be created unconnected with the Canadian Broadcasting Corporation.

Quite apart from the question of definition and the difficulties of dividing jurisdiction, there does not seem to be a clear consensus among the provinces, which will be the principal users of educational television, on whether a separate agency is desired or a continuation of service through the CBC is preferable. The question of cost enters the picture here and I have no doubt that much of the support that has been manifested in a number of provincial government briefs for continuation and extension of present

arrangements with the CBC arises from the concern which these provinces feel over the inability to meet the full costs of a separate service.

Finally, there are differing concepts as to the technology which could or should be employed to bring the educational programming from the production centres into the classroom. One line of thinking seems to proceed along the more traditional lines of what we now know and have available at present. Another seems to be based upon the assumption that we should develop an exclusive facility for educational broadcasting using essentially the same technology as our present broadcasting services. A third group seems to be looking forward into the future to what they they see as a technological breakthrough making possible a different approach to the provision of educational broadcasting services in the schools of our nation within a reasonably short period of time.

Mr. Chairman, all of these uncertainties in our view seem to suggest that a further period of time may be required to resolve the basic issues involved. All of these questions will have to be settled before we, as Canadians, can determine what our long-range policy should be in the field of educational broadcasting. We are not at the point, in the Corporation's opinion, where all of these questions can be answered satisfactorily and with certainty at the present time. That is why in our view the Committee would do well to consider an interim arrangement—perhaps for a few years—to build upon, to enlarge and to strengthen the facilities which exist at the present time. Subject only to the requirement of adequate additional financing, such an arrangement can continue to make a significant contribution to the strengthening and extension of our educational broadcasting services if that is what is desired.

We have no doubt that it is desired and desirable. We have equally no doubt that progress in the development and strengthening of our educational broadcasting services should not be further delayed. We believe, however, that interim arrangements along the lines that we have suggested for consideration will make it possible to move forward at a steady pace in the right direction pending the resolution of the issues which we have referred to, and that if we proceed along these lines we will in due course arrive at a point where we will have the answers which we need to formulate the kind of long-range

policy and program for educational broadcasting with which we can comfortably live for as long a period into the future as we are able to see.

Thank you, Mr. Chairman.

• 1045

The Chairman: Thank you, Dr. Davidson, for that very thoughtful presentation. Mr. Prittie?

Mr. Prittie: Thank you, Mr. Chairman. When Dr. Davidson was talking about videotape recorders there came to my mind the fact that his tape recorder had not worked. I am a former teacher. It would be terrible to plan a particular lesson one day and you come in and find that the video-tape recorder had not worked during the night.

Mr. Chairman, I have a few questions which I will divide into two parts. It is now clear to us all that there are two aspects to educational broadcasting. There is what has been defined as instructional television, which is educational television designed for schools and colleges, and there is the part of it which deals with the adult population who are not in regular institutions of learning.

Mr. Chairman, as I understand it, there is not going to be very much money for educational television in the next year or two anyway, regardless of what we recommend. It may be that for some time in Canada we are going to be operating as we are now, with the CBC and private stations trying to accommodate the school authorities as best they can for broadcasting. With that in mind, I have before me the CBC Times for the Ottawa-Montreal area for February 24 to March 1, 1968. I am looking at the schedule of school broadcasts over CBOT, Ottawa, for one day, Tuesday, February 27. At 9 o'clock there is *Quebec Schools*, broadcast in English, I presume; at 9.30, *Ontario School Telecasts*; at 10 o'clock, *Ottawa School Telecasts*; at 10.20, a program *At School Today*; at 10.30, a program, not necessarily for schools but for young children, *The Friendly Giant*; at 10.45, *Chez Helene*, which is mainly for pre-schoolers, too, although there is educational broadcasting involved; and at 11 o'clock, a program called *Mr. Dress-up*, which I presume is also a children's program. That seems to end it.

Let us look at some of the other programs that come on. After the news at 12 o'clock, there is *Luncheon Date*, which I guess is for

the ladies at home; at 12.30, *Search for Tomorrow*, and I do not know what that is; at 12.45, *The Guiding Light*, and I do not know who is being guided; at 1 o'clock, *Luncheon Date*; at 1.30, *As The World Turns*; at 2 o'clock, *Love is a Many Splendored Thing*, a continuing drama; at 2.30, *Girl Talk*; and at 3 o'clock, *Take Thirty*.

How could CBOT, for example, accommodate the Ottawa and district school system if they were faced with the problem of producing more school telecasts with no new facilities available? How much of the time allotted to these other programs I have mentioned could, if necessary be taken over for school broadcasting?

Dr. Davidson: In terms of the present allocation of time, Mr. Chairman, I think it is clear from what Mr. Prittie has outlined that there is a fairly substantial amount of morning time and, certainly on some days, afternoon time allocated to school broadcasting. If that were a typical day—and I would have to check that with my officers—it suggests that there are very real limits to the additional amount of broadcasting time that could be made available within the standard broadcasting hours.

Perhaps Mr. Gilmore can say whether this is, or could be, regarded as really typical of the morning school broadcasting pattern of a typical CBC station?

• 1050

Mr. James Gilmore (Vice-President, Planning and Assistant Chief Operating Officer, CBC): Mr. Chairman, there are one or two things that might be stated. First of all, going through the week further you will find that the national school telecast is also involved. But that would be the only change.

To return specifically to the Ottawa question, we are going along the line that some of your witnesses have mentioned, Mr. Chairman, of co-operating with the local station and sharing our production facilities, and also involving ourselves in separate production for that Ottawa period.

As Dr. Davidson has said, because of the uncertainty of the current situation we are not changing anything just at the moment and the only way in which an additional period, of, say, half an hour might be allocated would be by releasing a half hour period in the early afternoon, as is done in radio. We would tend to follow the radio pattern of an

additional half hour or hour, depending upon the time period, while preserving basically the schedule, and possibly moving it back one half hour in the early morning hours over the coming year. It is quite crowded, as you have detailed very well.

I might add, Mr. Chairman, that Saturday morning is also a period of educational broadcasting for teachers. That is about it, sir.

Dr. Davidson: Mr. Chairman, the main point of Mr. Prittie's question, I gather, is that there is really not sufficient time, within the standard broadcasting schedule, to do much more than is being done now.

Mr. Prittie: Yes. I was just using Ottawa as an example. To be fair about it, I admit we also have the private station here, but I would imagine it is sometimes at the same time as CBOT.

Mr. Gilmore: We have to co-ordinate, and there is a committee in the Ottawa area to do just that, Mr. Chairman. We co-ordinate the sharing of facilities and the broadcast times.

As the President has said, we have not even talked about the number of layers of requirements of the schools. We are really talking here about a straight line requirement of one period.

Mr. Prittie: And you would expect complaints from other viewers if *Love is a Many Splendored Thing* and *Girl Talk*, and so on, were cancelled in favour of school broadcasts?

Mr. Gilmore: That is a reasonable assumption.

An hon. Member: Do those programs come under the heading of enrichment?

An hon. Member: That is educational TV.

Mr. Hallman: Mr. Chairman, you may be interested to know that during the Middle East crisis, when we were carrying the UN live, a great many hundreds of Canadians asked "Where is *Edge of Night*," not realizing that it really was the edge of night.

Mr. Prittie: Charles Lynch has also said that a great many CTV broadcasts during the conservative convention cancelled ball games.

The point I am trying to make, Mr. Chairman, is the difficulty of mixing educational broadcasting in general broadcasting. From

the answers given by Dr. Davidson and his colleagues it seems that they really cannot stretch what they are doing a great deal more. Dr. Davidson has mentioned the electronic video-recording machine. This is certainly a possible solution for the school broadcasting problem. Even although they may be quite expensive I suppose they would be cheaper than new transmission facilities.

Have any of the witnesses any rough idea of what these types of recording machines are going to cost?

Mr. Gilmore: Mr. Chairman, this development is just coming out of a large United States laboratory associated with a broadcasting network.

The phase of the development described by the President this morning will be on show for the first time at this spring's National Association of Broadcaster's convention in the United States. The facility for the reproduction of pre-recorded material is already under test. As our engineering and technical people have explained, automatic recording aspect of the equipment will be available within the very foreseeable future. We do not yet have the practical cost of this but it must be viewed within the over-all context of its relationship with closed-circuit distribution and a method of information storage on film and tape, together with the broadcast facility. It is not one little bit of the facility. It is the whole spectrum now.

• 1055

Mr. Prittie: The broadcast facility exists now.

Mr. Gilmore: Yes; and this is an adjunct.

To answer your question directly, we do not have a cost because we have not tried it. We would really like to know what it is going to cost. However, as you have said, it will be considerably more economical for multiple installation than, say, a large broadcast transmitter, or even a medium-sized broadcast transmitter.

Mr. Prittie: One per school would be sufficient, would it?

Mr. Gilmore: One or two.

Mr. Prittie: Provided there is a definite need for this facility?

Mr. Gilmore: It depends on what you want to do with it. I would say, in the best of all

possible educational systems, probably more than one; but one would certainly be the phase to start.

Mr. Prittie: I have a question on radio school broadcasting which has been mentioned. Again referring to the CBC times for the same date, I notice that it appears to be allocated just one half hour every day, from 2.03 to 2.30, at least in the Ottawa area. Is this correct?

Mr. Gilmore: Yes; the provincial broadcasts are a half hour. There is a national hour, or half hour. It varies, depending on the subject matter. There is a morning one hour special on radio, which is by subject. Sometimes it is half an hour and sometimes an hour. A good example is the radio *Hamlet* that we did two or three years ago. We covered 13 periods of half an hour with the explanation of the play. It was done as a complete special.

The national and provincial authorities together do the planning, and they spread the time. One day a week it may be an hour and a half; another it may be a half hour. It is related to the provincial and the national. The whole thing is co-ordinated, and I would say that there is an average of an hour and a half throughout the year, morning and afternoon.

Mr. Prittie: Do you have many statistics on the use of radio school broadcasting?

Mr. Hallman: This is a very difficult question to answer, Mr. Chairman. Normal audience-measurement methods do not really get adequately into the school systems. A number of the provinces keep their survey data on this, usually in the form of feedback from the teachers in the classroom. It varies very widely from province to province. It depends on the kind of initiatives that are taken by the people in the provincial systems, and, as well, in the municipal school systems, the degree of usage of the material.

Mr. Prittie: I know you are not responsible for how the school systems use them, but if I may call upon my own experience, I was teaching up until 1962. From the CBC Station in Vancouver I used to take the French broadcasting "Good Day" and a weekly program on current affairs. As far as I recall, I was the only one in the school doing this, in a school of 1200 students. I asked some students in Ottawa high schools this month, March 1968, how much radio and television were used, and they said practically none. This is a point that we have to keep in mind. It may

be that the secondary schools are worse. They generally tend to be more conservative than are the elementary schools. I have the impression that not very much TV and radio is being used in the secondary schools throughout the country.

This is not your responsibility. I am merely suggesting that even the broadcasts that are going out are not so very widely used.

I will now turn very briefly to my second area of questioning, Mr. Chairman. If we accept some of the points made in the brief this morning, especially the one about electronic video-recorders, the problem of in-school broadcasting could probably be solved without a great many new transmission facilities. However, quite a number of briefs have talked about continuing education. I am at a loss to see how the existing public or private television facilities could be extended to serve this need.

For example, we had a representative before us the other day talking about courses in welding, and another talking about courses in English for the tens of thousands of Italian housewives in Toronto. It seems to me that in this field the job will not be done unless there are new facilities.

This is not really a question, Dr. Davidson, but you may want to comment on it. It is a line of thought. I would be glad to hear your views.

• 1100

Dr. Davidson: I think I would have to agree with your suggestion, Mr. Prittie, that the problem of broadcasting within the institutional setting of the schools, universities, or whatever you may like to think of, is susceptible to solutions along certain lines; but as far as the problem of adult education is concerned, and particularly in the areas that come under the heading of enrichment, it would be difficult to conceive of these kinds of problems being met by the kind of solutions that we envisage.

Certainly if there is going to be any major extension of service in the adult education field, there will have to be consideration of the creation of additional facilities. The real question is whether you create those additional facilities by building on what you now have, or create those new facilities as separate entities, separate and apart from what now exists, and also separate and apart because of the distinctive nature of the problem, from what you may find as a suitable

solution for your in-school broadcasting. But obviously, when you are reaching the limits of existing capacity so far as your facilities are concerned, if you need additional capacity for language classes to immigrant groups or vocational training, these additional program requirements would have to be met by additional facilities. There is, of course, the known means of closed circuit television, cablevision and so on, by which adult groups can be served, as well as the standard broadcasting techniques.

Mr. Prittie: Providing you live in metropolitan areas.

Dr. Davidson: That is right.

Mr. Prittie: Thank you, Mr. Chairman.

The Chairman: Mr. Jamieson.

Mr. Jamieson: Dr. Davidson, in this very thorough presentation, I tend to detect a shift in the Corporation's attitude from that of several months ago. I might describe it as being a shift from dogmatism to pragmatism. In earlier presentations before this Committee the Corporation expressed the, I would say, unqualified belief that the CBC ought to be the agency for education and television development, or pretty strongly suggested that. You are now suggesting, really, that this is not something on which you are going to express a view at all, but that it is simply up to Parliament and that you will do whatever Parliament directs.

Dr. Davidson: Well it seems to me Mr. Jamieson, I would be a strange sort of person if I took any other position. This is a matter for Parliament to decide, and the Corporation's policy will conform to what Parliament does ultimately decide. I have always tried to be pragmatic in my approach to problems, and it seems to me that this is no place to take a doctrinaire or dogmatic position.

Mr. Jamieson: In the light of what you have just said, this may be an unfair question, but I am wondering whether, within the Corporation itself and the school broadcast personnel and others, there is a rather strong feeling that they ought to be the primary agency in educational television; policy aside, whether they feel or whether you have had an opportunity to discuss with them whether there are any advantages in continuing with the proposal that was put before us by at least four different groups suggesting that the CBC ought to have a major role.

• 1105

Dr. Davidson: I have obviously discussed this with my colleagues on more than one occasion since taking office. I am assured by them that the presentation that we are making now does not represent any significant departure from the position that the Corporation has taken all along. It may be presented in a different fashion.

I think the main concern of the Corporation is that the recognizable body of experience that the Corporation has acquired over the years in what it has done in the field of school broadcasting—and it has done a considerable amount—should not be completely ignored and set aside. It is not for us to stake out any claim to greater wisdom than others in matters of educational broadcasting, and the Corporation has no intention of trying to preempt the field, or to assert that it has a claim to do this as part of its “mandate” or sacred mission. But the simple fact is that the Canadian people are facing a problem as to what they should do to extend and strengthen the services in the field of educational broadcasting which are obviously desired and required and being demanded by the provincial educational authorities.

We think it is an open question as to whether this should become the function of a separate agency. Firstly, I will say that I fail to see how very many of the essential problems in this field will be solved merely by a decision to create a separate agency to solve them rather than to build on the experience that we already have.

But this is a matter, as I repeat, for Parliament to decide; and if Parliament, in its wisdom, decides that this is a problem which should be dealt with separately by a separate agency involving the development of separate facilities, I just want to give the assurance that the Corporation will accept that as being a decision that Parliament quite properly has made, and that we will be prepared to co-operate in every way that we possibly can in the provision of technical advice and support from the body of experience that we have developed over the years to ensure that that approach is given every possible opportunity to succeed. We think that a decision along those lines will present some very real problems for the Corporation.

If I can speak from the point of view of vested interests for just one minute, the obvious problem of the effect of the creation of a new educational television agency on the

financing of the Corporation, on its prospects for completing its own network of service and facilities, is a problem that is of very real concern to us. There is the problem of how to divide the jurisdiction between a separate agency and the Corporation. I have tried to illustrate this by indicating the extent to which educational broadcasting services are even now build in to the programming and structure of the Corporation. Are we going to be continuing to do work in the field of educational broadcasting? Is there going to be a clean line of demarcation? All of these uncertainties, it seems to me, have to be weighed pretty carefully before the decision is made to establish a completely separate agency.

In many ways I would have to express the opinion that it seems to me that it would present less in the way of problems of drawing lines of demarcation and jurisdiction and so on if the decision were made to build upon what we now have and to go on from that on a pragmatic basis. But if it is the view of the Committee and of Parliament that the Corporation now has its hands full and more, or that the Corporation would become too much of a monster, even more of a monster than it is at the present time if it were to take on this additional function, these are matters of judgment on which Parliament obviously has the right to pronounce and on which the final judgment of Parliament must be accepted and will be accepted. I think that is about all I can say on that point.

Mr. Jamieson: It is a very full answer, and I appreciate it, doctor. There were two areas that Mr. Prittie mentioned and with which we have been dealing, and each one of these has a sub-area to it; but broadly speaking, we are talking about in-school broadcasting or formal educational broadcasting, plus adult or enrichment broadcasting.

You are, of course, quite right in saying that you are extensively into the in-school broadcasting field at the present time; and I think as well that Mr. Prittie is probably correct when he says that certainly not maximum use is being made of the material that you are providing.

• 1110

I wonder if you or your colleagues could indicate whether this may be due to the fact that there is not enough educational material on the air to cause the teaching profession to integrate it with their whole program of study and with the curriculum. In other

words, is it a matter, from the experience of the Corporation, perhaps of a need for an increased amount of educational broadcasting, be it on radio and television, before the teachers or schools can genuinely get deeply involved in it.

Dr. Davidson: You are suggesting that the critical mass has not been large enough to justify—

Mr. Jamieson: That it is really an adjunct. Let me phrase it this way. I have spoken with a number of teachers about this matter and they have said that a half hour a week, or whatever it may be, on a particular subject is not really sufficient to influence the method of study in the school, and that there would need to be an increase in the amount of material provided by television, or radio for that matter, to have a significant bearing on the way the teacher makes use of it.

Mr. Eugene Hallman (Vice President, Programming, Canadian Broadcasting Corporation): I think, Mr. Chairman, the question Mr. Jamieson has raised is one that has concerned us and which I think has concerned the people who have worked with us in the provinces in the various school systems over a period of years. Unless there is really top support within the educational structure for the utilization of programming it is rarely as successful as the people engaged in the work would like it to be. I do not think it is simply a function of the critical mass. I think it is partly a question of customer control. The rigidities of time scheduling is a matter that confronts whatever open-circuit broadcasting is developed in this field. With respect to institutional use it means a fixed point in time at which a teacher, no matter what phase of the course her teaching has reached, must make use of a broadcast. If there are technological means whereby the customer, the teacher and the student can in fact have the material available, control its use and plan its use for the time at which it is proper, I think that is really what will make it successful in the classroom context.

Mr. Jamieson: Whether there is more than at present or not. You perhaps have recognized the reason for my question because it relates to one of the proposed alternatives, that we merely continue through existing CBC and private facilities with an extension of what we are doing now. My question now is how much more do you think is practical?

28067—2½

Setting aside whether or not there is a delay at the school level, or anything of this kind, within the framework of the Corporation's present responsibilities and the multiple problems of which I am aware, how much more could you add to what is now being transmitted in the way of school broadcasts?

Dr. Davidson: May I put a question to you, Mr. Jamieson?

Mr. Jamieson: By all means.

Dr. Davidson: Is your question framed within the limits of the present financial provisions?

Mr. Jamieson: That is one part of it, Dr. Davidson, but I am also concerned about the amount of time on the air. Taking into account all of the other things which the Corporation must provide, the variety in its mandate, plus the necessity to work this out with its affiliates in many areas, could you devote many more hours to school broadcasting even if additional financing were available?

Dr. Davidson: I would have to say that I think if additional financing were available the Corporation could significantly increase the amount of time that it is now making available. I separate from the Corporation's position the special position of our affiliates, which face a different kind of problem. However, if finances were made available in the Corporation's budget we could significantly increase the amount of school broadcast time on television over what is now the practical limit of what we can do.

Mr. Jamieson: While that is absolutely correct as far as it goes, is it fair to say that you would still have to face—and I will phrase this specifically on the affiliates—the necessity of working out the acquisition by the Corporation of a substantially larger block of reserved or network time.

• 1115

Dr. Davidson: I think that is correct.

Mr. Jamieson: I wonder if I could ask any one of you whether you think that is possible?

Mr. Gilmore: Mr. Chairman, may I just interject to approach the point a little differently? Mr. Jamieson, I do not think it would be network reserved time. I think it would go in the direction we have already taken with one of the provinces, where this time is engaged

just the way it is bought for commercial purposes. The possibilities within the framework which the president described are very great. Certainly every private station, as you well know, wants to do a better community identification and service job, and this is right along their lines, along with ourselves. I think when the President mentions "building on what we have already", Mr. Chairman, we must expand our vision to possibly include the partial achievement which is visualized in a completely separate entity, and that partial achievement is not possible without more facilities and a bit more money. I think that is the point of one question.

I would like, however, to come back to the matter of curriculum. In another capacity, with one of our universities, I am facing this same problem of educational broadcasting at a rather high level. The question posed by Mr. Jamieson comes up consistently in a different way. The academics, as far as I can determine, have not decided what they want to do with this magnificent concept, this magnificent facility, this medium. I do not think there is agreement yet, even among the curricula specialists. I think Mr. Hallman having met with a number of them, can testify to that. I think what we are talking about here—and also in terms of Mr. Prittie's comment—is the identification of need, the meeting of the need, and then the making use of what is provided. This is the whole picture, and not too much progress has been made in that area.

Coming back to one point, if I may just extend my comments a little further, Mr. Chairman, I emphasize that this is global. Any of the countries, or any of the states in the United States, that have gone very far with this have looked at it not as a matter of broadcasting or closed-circuit or storage, but as a complete entity. You draw information from all these sources and you transmit it through all these sources.

Coming back to my point about curriculum, we have a lot to do about identifying our need and then matching it.

Dr. Davidson: Mr. Chairman, in order that there will be no misunderstanding, I would like to clarify one point in my remarks that Mr. Jamieson referred to. Mr. Jamieson, you referred to my suggestion that we should build on what we have. I qualified that, you will recall, by saying that we should continue to build on what we have until these issues can be resolved.

Mr. Jamieson: Yes, I understood the qualification.

Dr. Davidson: We are not suggesting that this is necessarily the doctrine that should prevail for all time to come.

Mr. Jamieson: If I am wrong I am sure you gentlemen can correct me, but I asked the question because I seem to remember that when the second Fowler Report suggested virtually the total pre-emption of morning time for educational broadcasting, the Corporation had reservations. I will not say it was totally opposed, but it had reservations about this concept. Mr. Prittie has listed where you now broadcast up until 11 o'clock, or something of this nature. Only perhaps another hour or so would be the time the Fowler report recommended. I suppose what I am asking is whether in effect you now agree with the Fowler suggestion.

Dr. Davidson: Mr. Fowler's last report is among the many reports on the various aspects of the CBC's work that I have not yet completed reading. I could not answer that question.

I must say that I am favourably surprised at Mr. Prittie's indication of how much broadcast time for school purposes is being done over CBOT. I would have to ask my colleagues if that is really typical of the pattern across Canada; I doubt that it is.

• 1120

Mr. Gilmore: It is fairly typical, with one reservation. Mr. Prittie identified two programs as educational which would not be considered curriculum education.

Mr. Jamieson: No.

Mr. Gilmore: They are instructional but they are not curriculum.

Mr. Prittie: CBOT may have more time because it has one half hour devoted to the English language schools for Quebec, and then the Ontario...

Mr. Gilmore: And one for Ontario, that is correct.

Dr. Davidson: My point, Mr. Chairman, is that I think there is a little more than an extra half hour or an hour involved in moving all the way to the point recommended by the Fowler Commission that the morning hours be devoted completely to school broadcasting.

Mr. Jamieson: It has been my experience that the whole question—Mr. Fraser and I have worked at this on many different occasions and, indeed, Mr. Hallman also—of school broadcasts has always been a major problem, both for the Corporation and for its affiliates, in trying to develop what might be described as a balanced general service. I think it is safe to say at least until fairly recent times, that if there were to be a substantial increase to the degree that it would appear to be necessary to make this whole package meaningful, the Corporation would have found it rather difficult to fit this in with its other responsibilities. Would that be fair?

Mr. Davidson: I think that is correct.

Mr. Hallman: Mr. Chairman, the pre-school broadcasts for younger children have a significant role in our morning schedule; there is no doubt about this. I think *Chez Hélène*, *Friendly Giant* and *Mr. Dressup* are well received in homes with young children. One would really have to assess what social priorities are involved in this situation if one were to move more fully into classroom instruction in the morning period. This could not be done without losses.

Mr. Fraser: Mr. Chairman, may I speak briefly to Mr. Jamieson's question? I think, sir, this becomes a matter of national priority. For example, if you took the extreme case and said to the CBC, "Should you do school broadcasting during the evening?" the answer would be an unqualified "No, we could not do that and carry out the mandate which Parliament has given us". If you said to us, "Can you do school broadcasting in the afternoon and still carry out this mandate?" we probably will also say, "No", but we are becoming a bit hesitant. Perhaps we could get a bit of school broadcasting in, although we do not really want to. We think we require the full afternoon and evening at this stage of television development to do our general broadcasting job. If you were to ask us right now, "Can you use the morning?"—obviously we have already said, "Yes". Our general broadcasting performance has not yet reached the stage where we require all those morning hours for the general broadcasting responsibility. We know there are things we would like to do in the morning in terms of general programming. We would like to do an early

morning show or an 8 o'clock program of news, and this type of thing, on television which certain people would like, but we simply do not have the funds. Therefore there are morning hours available at this time and probably will be for some time, keeping in mind the general economic situation of the country, so you certainly can devote those hours to schools. Or, Parliament could arbitrarily say that until noon you do not carry out your general responsibilities; devote the morning to schools.

Mr. Jamieson: May I ask if, in the absence of such a parliamentary directive or a regulation of the new authority, in your view you could cause the majority, if not all of your affiliated stations, to go along with that kind of programming whether the time is paid for on a commercial rate basis or not?

Mr. Fraser: I think this will probably depend entirely upon the situation of the affiliate. I think generally speaking, as you know, Mr. Jamieson, the answer from them would probably be, "No." They have no hesitation in giving their facilities to the extent that they are able to do so, and indeed for some years they have given their facilities freely, but with respect to television, for example, in Ontario the Department of Education requested more time in the morning over and above the half hour they were giving and they said, "We would like to, but for most of us this entails added expense; we must open our stations earlier; we must pay our people. Therefore, if you will pay us our costs, we will give you more time". I think they would continue to take that position, but here again it will depend entirely on how this activity affects their general welfare. As you know, they are completely dependent on commercial revenue and they cannot go to a point where they might go into the hole. They cannot do it; they are limited by their need.

Mr. Jamieson: Would it then be a fair deduction to make from this line of questioning and your very thorough answers on it that in the absence of additional facilities, or in the absence of the overnight delivery and holding operation, on a straight open-circuit type of television with what we possess in Canada today, educational broadcasting in the formal sense would have to be confined to the hours before noon. Is that a reasonable deduction?

• 1125

Mr. Davidson: Yes, and could not be expanded greatly beyond the limits we have already indicated.

Mr. Jamieson: I think Mr. Fairweather had a question.

Mr. Fairweather: I think this is fascinating, but the proposed new transmission facilities are also restricted because of the structure of the school day. There is going to be a great deal of waste, apart from any other policy decision as to the new transmission. Children are in school from nine until about four, so even with the new facility there is not going to be a great deal more time, is there?

Mr. Hallman: Mr. Chairman, this really comes back to something on which Mr. Gilmore has put his finger. Whatever technological changes are envisaged together with the existing—not only broadcasting facilities but educational—methods, they have to be viewed in their totality. Several people here, including myself and some of my colleagues from the Corporation, attended a conference in Paris last March, at which a full and basic discussion of the way in which the new media can be used was presented. I think the approach there was to turn it around, to begin with an educational problem. Let the project not begin with a piece of new technology that someone thinks could or should be in use and, above all, let it not begin as an excuse for adding technology which is primarily for other purposes. Rather, let it begin with an educational problem which is serious and widely recognized and which cannot readily be solved by conventional means, and the solution to which one or more of the media would seem to be able to make a significant contribution. I think that is the kind of perspective that really confronts the country, the provinces, the broadcasters and the educators in trying to see it in its total context. I think pure open-line broadcasting has very serious limitations, as you suggested.

Mr. Fairweather: It might be helpful if we had that reference, Mr. Hallman.

Mr. Hallman: It was taken from a publication entitled, *The New Media: Memo to Educational Planners*. It is an UNESCO publication, but it was undertaken by the International Institute for Educational Planning. It surveyed 21 different countries.

Mr. Jamieson: Perhaps we could get copies of that, Mr. Chairman? It might be feasible.

Mr. Davidson: Mr. Chairman, could I refer to one point that Mr. Jamieson raised earlier? He was making reference to the problem that is faced by school broadcasting in getting its fair share of time within the schedule that we have to develop for our total broadcasting service. That is a very real problem. One of the convenient answers is to take school broadcasting or educational broadcasting from that competitive setting and give it a facility of its own and where it will have all the time there is on the face of the clock. But it seems to me, Mr. Chairman, all this really would do, would be to shift the area of competition from one for limited time to competition for funds, because this new facility would have to compete with all the other demands that would be made on governments—provincial and federal—for the funds that would be required to operate that new facility. One of the problems that will have to be decided—I do not know if anybody really has the answer—is whether in the long run it will be less expensive and more efficacious to set up a completely new facility with whatever that involves in the way of infrastructure, demands upon skilled personnel, and so on, or whether—recognizing that additional facilities will still be required to accomplish the objectives at the levels about which we are now talking—the provision of additional facilities within the framework of existing agencies and institutions can produce better dollar results for those dollars that are invested. This is the dilemma with which I think the members of this Committee have to wrestle.

• 1130

Mr. Jamieson: Dr. Davidson, I think your recommendation is eminently practical. I have often asked before why we could not make greater utilization of the down time of stations. It seems to me to be practical from two points of view. First, it employs those transmitters in effect on a 24-hour basis with existing facilities and, second, assuming that the delay pattern can be developed in the schools, it overcomes this other problem of instantaneous viewing as opposed to using it, when the teacher wants it.

I do not know whether the answer to my question is within your confidence or whether or not you would feel that you could answer it, but assuming that these recorders are available—there are in fact fairly inexpensive

recorders available now that, if manned, could do this job—would you have any views on a form of subsidy. Instead of building transmitting hardware perhaps we are going at this backwards. Maybe in a sense we should be supporting the purchase of reception hardware and using the down time of stations, which goes from midnight in many instances, to eight, nine and 10 o'clock in the morning. We have here practically half a day. Do you have any comment to make in this connection?

Dr. Davidson: Mr. Chairman, I have enough trouble finding answers to my own questions. That is your problem.

Mr. Jamieson: Well, let me phrase it another way. Apart altogether from what seems to be a more practical application, would it be less expensive in the long run than setting up additional transmission facilities?

Dr. Davidson: I really do not think we can answer that question on the basis of the knowledge we have available.

Mr. Jamieson: I will leave the in-school aspect of it and get on to what seems to me the much more thorny problem of adult education and all of the definitions that have been applied to it.

I am going to start with this rather basic question. Has the Corporation ever felt in its general broadcasting that any of its programs required either consultation or in any way involvement with provincial educational authorities because of the constitutional position on education, or do you simply proceed in terms of your open-circuit broadcasting with festivals, Fish and Farm and that type of broadcasting, on the assumption that you have every right to carry that type of program without getting involved with provincial consultation?

Dr. Davidson: You are talking about adult educational programs?

Mr. Jamieson: Yes, that is right, or enrichment or the various types of things which witnesses before this Committee have from time to time said are a part of education?

Mr. Hallman: Well, Mr. Chairman, I think "enrichment" is a very wide term and can be applied to any number of programs. Perhaps on the one hand it is dealing systematically with a series of lectures, such as the Massey lectures in radio and, on the other hand, a

festival production of Hamlet or Julius Caesar. Both are enrichment; both have cultural implications by providing knowledge and information.

In any of the work that we have done we have not proceeded on the assumption that there was a necessary area of consultation with provincial education authorities. I think you know our operations well enough, Mr. Jamieson, to know that we have had a great many consultative committees. The Canadian Association for Adult Education has been in a sense a partner with us for many years in a number of projects in radio and in television, as well as the Canadian Institute on Public Affairs, and Acelf in French Canada. We have had this kind of relationship with educators.

I do not think in any case have we really run into a situation which was considered by any provincial educational authority to be a transgression by the Corporation into an area with which they were directly concerned.

Mr. Fairweather: This fascinates me. Hamlet in the morning or during a school broadcast would be considered a program requiring consultation. In such a case would it have to be authenticated in some way?

Mr. Hallman: Actually we have had this experience in the case of presenting both Julius Caesar and Hamlet in the daytime hours as well as in the evening hours. One is a broad production for general consumption, the other related to curricular needs. In the case of daytime drama productions, these have been National School Broadcasts of common interest to all of the provinces and we have planned them in co-operation with, first, the National Advisory Council on School Broadcasting and more latterly with the Canadian Commission on School Broadcasting, in which the Teachers' Federation from all of the provinces are represented.

In the latter case, of course, one has to relate it to the classroom situation. One has to present it in such a way that it is amenable to instructional preparation by the teacher prior to the broadcast itself and the follow-up material. Teachers' guides and student guides are a fundamental part of the use of broadcasting for educational purposes, and this is an area which we have not touched on at all. But these major expenditures are of course the responsibility of the provincial authorities and they provide these guides to both teachers and students to make the fullest utilization of the broadcasts. As I think was said

earlier by Mr. Gilmore, you presented them in 13 half-hour blocks on radio and in television we presented them in blocks so that they could be accommodated within the structure of the school itself.

Mr. Fairweather: I realize the additional problem, but it is rather amusing that the constitution really has to be interpreted as to whether you are in the morning, afternoon or evening. Maybe the lawyers could have more fun with that.

Mr. Jamieson: On the same point, Mr. Chairman, I would like to mention a more specific and even a more difficult one. I believe a number of years ago you did a two-part drama on Louis Riel, for instance. As I recall, there was a great deal of praise as well as criticism regarding the authenticity of the material that was included in that broadcast. As far as I am aware, there was no consultation with any provincial authorities on the make-up or the content of that program. However I would suspect that if you dug out of your archives those two shows and labelled them education you would generate one son of a gun of a furore if you put them into educational broadcasting, and some provinces would argue this was a distortion of history and in fact out of whack with what was being taught in the curriculum.

Dr. Davidson: I think that that is undoubtedly correct, because all that that does is underscore with a more striking illustration the point Mr. Fairweather was making. It really shows the difficulty of drawing a clear-cut definition between enrichment kinds of educational programs and what you might call high-level entertainment or low-level entertainment. It is only when you begin to introduce the instructional element into the program that you really can identify with complete clarity the point that that is educational broadcasting in the sense that most of us would recognize it. It is that which prompts us, when we are preparing anything for what we know to be part of the educational programs of the schools, to consider it essential that that be a matter of the closest consultation and collaboration with provincial authorities.

Mr. Jamieson: Doctor, I do not wish to cause any embarrassment to you or the other witnesses but this is so basic to our problem that if you will let me I would like to explore it a little further. It seems to me that over the years—and in this area I would want to say

that the Corporation has displayed commendable responsibility—you must have devised, at least for your own purpose, some interpretation of what education means vis-à-vis the BNA Act. I cannot see how you could have gone on all this time without really having some understanding. Now we have had witnesses before us here who have said in fact, and this was the President of the Canadian Teachers' Federation, that the BNA act means formal and in-school education and nothing more. From what you have been able to deduce from conversations with provincial authorities and so on, is this more or less the route that you have followed over the years?

• 1140

Dr. Davidson: For the last six weeks, yes. I will ask Mr. Hallman to speak for the rest of the life of the Corporation.

Mr. Hallman: That is an onerous responsibility. I suggest that, like many good Canadians, we are pragmatists and I think really we have found no difficulty in reaching a pragmatic solution to the questions that are posed in rather hypothetical terms in our discussion this morning. I do not recall that we have in fact invented a classical or a precise definition of education. We have felt free to present programs like Let's Speak English, which you may recall in television some years ago, Mr. Jamieson. I think there were 60 half-hours worked out in co-operation with teachers of English for Canadians newly in this country. This was not a question which we felt was of specific concern to any particular province. We were trying to do a job for these people as we had in the earlier radio series *In Search of Citizens*—this kind of informative, educational, and in this case instructional, series.

This past winter we have had in the French network a series for general practitioners on television bringing to them information on the more recent development in medical science and skills. This is "formation" in the classical sense of instruction. I do not think we have ever had to invent this. A more difficult thing we have had is to define a political party, which our constitution does not define. Perhaps because we have had the responsibilities of free-time broadcasts, election broadcasts, we have had to work out pragmatic definitions of even that more difficult term.

Mr. Jamieson: The main reason for this line of questioning is to ask whether, in fact, we have not been doing without any, so far as I can see, complaint from any of the provinces. A great deal of the type of programming on which some provinces are now insisting in educational TV they are going to want to control. What I am curious about—and I appreciate that you cannot answer this—is how on one channel—let us assume we went the route of separate facilities—at 8 o'clock in the evening, a province and its department of education could say: "We have a say in how this is done", when, in fact, the CBC or even a private station might be doing something almost identical in general broadcasting terms, and we would in effect say to them: "This is none of your business". Do you see this as a problem? Let me put it that way.

Mr. Hallman: I think if one were to pursue a program of presenting specifically vocational or instructional training, this would obviously raise that kind of question. I do not think we have engaged systematically in that field. If it has occurred, it has been on very random occasions.

Mr. Jamieson: I will not pursue this any further. I just have one last question. You made no reference whatever, and I would like to know why, or if you have any views on the matter of the argument UHF versus VHF. I know that the Corporation is gravely concerned about the re-allocation of channels for its general use. Do you subscribe to the proposal that if we go into separate facilities these should be confined to UHF?

Dr. Davidson: I think our basic position on this, Mr. Chairman—and I am glad Mr. Jamieson asked this question—is that there are very limited possibilities as of now to the use of VHF. A great percentage of the bands are already occupied. It seems to us that it would be wiser to recognize that the available VHF channels that are still unoccupied should be reserved for what must inevitably be some expansion of our general broadcasting facilities and services, and that it would be wise to recognize UHF as the area within which the educational broadcasting facilities and services should be developed. I would not want to make this exclusive one way or another, but basically it seems to us that this is the area in which the opportunities for developing educational broadcasting facilities and services can best be located. We feel that there are some areas where we would need to

use UHF channels for general broadcasting purposes because there are some areas which are now completely filled up and we still have some requirements there for broadcasting in the language of the minority in a certain area for example; but basically we subscribe to the proposition that educational broadcasting should be carried on in the UHF area and that the limited opportunities for expansion in VHF should be basically reserved for the expansion of general broadcasting services.

• 1145

Mr. Jamieson: Thank you, Mr. Chairman. If there is time I may want to come back, but I will not hold it up any longer.

The Chairman: May I ask on that point whether the CBC has a list of both VHF and UHF requirements throughout the country?

Mr. Fraser: Yes.

The Chairman: Could this be made available to the Committee?

Mr. Fraser: Certainly.

The Chairman: We would have an idea of where there might be channels that you do not feel you need.

Mr. Fraser: Yes. We have these lists for some time ahead. Mr. Chairman, if the Committee would take them with the understanding that any planning of this kind of television is subject to modification in the light of developments, why, it would be perfectly fine.

Mr. Jamieson: As I understand it, Mr. Chairman, the only thing the CBC does not need is one channel located about ten miles from the North Pole.

Mr. Gilmore: Do not count on it.

The Chairman: Surely they want to have full coverage.

Mr. Fraser: What about those bombardier adventurers? If they get lost and stranded up there, they will need services.

The Chairman: The book to which Mr. Hallman referred would be very handy for us to have. Members of the Committee will know, although others will find it hard to understand, that in the primitive state of the Committee system we have no budget; so unless the BBG or the CBC or some such benefactor would like to obtain them for the

information of the Committee, I am afraid each member will have to fend for himself.

The Parliamentary Library does not have a budget that permits it to buy a book for each member of our Committee.

Mr. Fairweather, do you have some further questions?

Mr. Fairweather: I guess most of them have been covered and I want to be clearly understood about this. On page 13 of the brief, in the matter of extension of plans and facilities within the present structure of the Corporation, I think of two or three locations in Canada that are now held up. It is hard, of course, to be thought of as choosing, from the point of view of a member or the Corporation, between extending educational television and the completion of your mandate, to use that word again, to cover the country. I presume you would feel that your obligation, under the present budget, was to complete those gaps. Is that not correct?

Dr. Davidson: That is correct, Mr. Chairman, because we have a very clear mandate direction from the government and from Parliament along those lines.

Mr. Fairweather: But at the moment, because of the conditions of the country, you are held up from two or three major extensions. There are not more than two or three, are there?

Dr. Davidson: There are substantially more than that in our catalogue of requirements. I know some of the instances that you make reference to, Mr. Fairweather.

• 1150

Mr. Fairweather: It is not a question of my choosing or pressing, but an area in a province that is waiting for services and has been on a sort of top priority list will want to be pretty sure of its position before another \$100 million is spent on another aspect of the program.

Mr. Fraser: Mr. Chairman, there are at least ten of what I would call major areas within your definition, Mr. Fairweather, in this position right now.

Dr. Davidson: I would not like to leave the Committee under any misapprehension. There is a very substantial amount that is required in the way of capital investment before the

Corporation will have anything like the complete coverage which I understand is the objective of Parliament for the national broadcasting system.

Mr. Fairweather: And one of these, of course, is extensions in one or other of the official languages of Canada?

Dr. Davidson: Also I would not like to have the Committee think that it is only on the capital side that the requirement exists, because we have a very real need for doing more than we are doing in terms of developing Canadian materials on our programming side and for program improvement generally.

Mr. Fairweather: Does the Corporation participate in the research surrounding, for instance, the electronic video recorder?

Mr. Gilmore: No, we do not.

Mr. Fairweather: This might be a way, if this system could be developed, that the country might save a dollar.

Dr. Davidson: We believe that the development has now reached the point where it is almost at the final stage. We think the testing, which will be carried out this year, will establish it as proved. We look forward from that point on, assuming that it does prove out, to it moving from the development to the actual production stage.

Mr. Fairweather: My last question is really a follow-up to Mr. Jamieson's about "adult education programs, citizens forums, and others" over the years. It is my understanding that in the recent history of the Corporation there have been no major complaints by provinces about this.

Mr. Hallman: No, there have not, Mr. Fairweather.

Dr. Davidson: We have had complaints from time to time on public affairs broadcasts, although not always from the provincial authorities.

Mr. Jamieson: Just a further short question. In relation to the storage problem of holding programming that was mentioned, I wonder if any of these gentlemen know if anything has been done on the very high-speed recording. I have heard it predicted that you will be able to send a 30 minute program at ten times normal speed and record it in 3 minutes. Is this anywhere near realization?

Mr. Gilmore: Yes, definitely.

Mr. Jamieson: So that I understand it completely, in other words, in a period of eight hours—overnight—you will not just be able to send eight hours of programming theoretically; you could send ten times that amount.

Mr. Gilmore: That is one of the definite possibilities of the development we are now watching.

Mr. Fraser: I think, Mr. Jamieson, the Corporation feels there is a need for intensive examination of these technical developments, because we are convinced this is going to change the shape of what may be required to meet the primary need, which is the educational process. We think more work needs to be done there.

The Chairman: Have you finished, Mr. Fairweather? Any other questions? Mr. Berger.

Mr. Berger: I would just like to know what moral right we as Members of Parliament have to try to impose to a certain extent a special diet, if I may call it that, of educational TV upon our people. There are twenty million Canadians who listen to TV.

I will give you a short example to illustrate my point. In my own family I have 7 children. I watch a certain program on CBC which I find very interesting and I learn something from it. It is education to me, but to my wife and my children it is not. On the other hand, I am forced to watch certain other programs. We have two TVs; I wish we had four or seven or eight because each member of the family could watch a different channel. I am home on weekends and sometimes am almost forced to watch certain programs. Of course, I do not, I read in the meantime because I am not interested. However, my children and my wife think they are educational but I say they are not. I do not dare say they should not watch certain programs because I would be called a dictator. What moral right do we have to try to impose a special diet in this direction. This is the big problem I am facing.

We have had memorandums from Alberta, from Saskatchewan—which is Mr. Prittie's province—and from Newfoundland, through a very able man who knows this business of radio and TV, my friend Don Jamieson. But how can we settle this problem now? We have had so many memorandums. I am trying

to find out whether we should concern ourselves with the content or with the vehicle to transmit it.

It seems to me this Committee was directed to find ways of helping more people in Canada, adults or schoolchildren, to get better education. All right, I understand that, but what is our problem right now? We are losing time discussing which direction to take. Should we impose our views? Should we do this, should we do that; we do not know. It seems to me the Secretary of State very clearly said we should establish a special body or a committee or an organization to help all the provinces in Canada to receive better education. I agree with that. We are now discussing Radio Canada and whether a program is really enriching. Why are we discussing this? We are spending too much time discussing the content when we should be discussing the economics of producing the facilities.

Recommendations have been made that we spend \$300 million, and possibly more than that; that we are ready to pour in \$50 million or \$60 million. I would like to ask Dr. Davidson which he thinks should be the most important of the two factors, the vehicle or the content?

Dr. Davidson: Mr. Chairman, I think I can answer that question quite specifically. So far as we are concerned the discussion has principally centered around the vehicle. What is the responsibility of the federal government for the provision of the facility by which educational programs can be transmitted to their proper destination? It seems quite clear to me, within the area that one would regard as being school broadcasting, educational broadcasting in the more formal institutional and restrictive sense, that the responsibility for program content consistent with our constitutional position must rest with the provinces. They are the ones responsible, no matter what the vehicle is, for providing the programs they wish to have delivered as teaching aids to their classrooms.

We got into the area that is of concern to you, Mr. Berger, when we began to talk about this area called enrichment. These are types of programs which are not instructional, in the sense that they are part of a formal educational process, but which do something to stimulate the human mind. Therefore in that sense, I suppose, like anything else that stimulates the human mind,

they can be regarded as educational. However, this is an area that lies outside that of formal instruction and is not part of the formal educational system. It is in this area we would argue that because it is not part of formal education but merely a part of the process by which citizens enrich their lives that this is a function of the national broadcasting service. In fact, if this is not a function of the national broadcasting service, I confess I fail to see what we could possibly put on the air that would justify the continuation of the national broadcasting service. One of my concerns, I must add immediately, is that if enrichment programs in the broadcast sense of that term are going to be accepted as part of the responsibility of a new separate agency, I have little doubt that we are going to wind up with two broadcasting systems, each one of which is doing essentially the same job in this field of enrichment. I do not believe that it would be feasible to draw a line of demarcation between what would be regarded as enrichment and part of the responsibility of the ETV agency, and what would be regarded as the normal programming activities of a national broadcasting service.

• 1200

It is difficult enough to draw the line based upon the accepted concept of formalized instruction as part of the formal educational system. I think it would be almost impossible to draw a clear and meaningful line of demarcation between the function of enrichment forming part of the responsibility of the educational television agency and the normal programming activities of a national broadcasting service.

Mr. Berger: Thank you. Dr. Davidson.

The Chairman: Mr. Richard.

Mr. Richard: Dr. Davidson, this relates to a question which was asked indirectly by Mr. Jamieson. I will ask it another way. Would your Corporation be willing to become the federal agency to deal with educational television broadcasting, as suggested by some provinces and some groups who came before us? You are not asking for it, but some others have suggested that you should be. Would you be willing to accept the role?

Dr. Davidson: It seems to me that Parliament has the right to give direction to the Broadcasting Corporation as to what its

duties and responsibilities are, and if Parliament decides that this is part of our duty and responsibility, we have no right to refuse. We cannot tell Parliament what the Canadian Broadcasting Corporation is not going to do if Parliament decides that this is what it is going to do.

Mr. Richard: But you do feel it would not conflict with your other responsibilities and that you could operate in this capacity.

Dr. Davidson: I would have to put it this way. I feel that it could be done. I would feel concern, as others do, about what this additional responsibility would place upon the Corporation in structural and other terms. I would feel that it would involve substantial restructuring of the Corporation and, therefore I do not minimize the problems that would be created for the Corporation if a responsibility of this kind were placed directly on our shoulders. At the same time, I have to express equal concern about the consequences for the Corporation if a separate agency were to be established and were to begin to draw from our ranks valuable engineering and other staffs for the purpose of building up the very necessary infrastructure which would have to be created before this new agency could become a functioning agency.

[Translation]

The Chairman: Mr. Béchard.

• 1205

Mr. Béchard: Mr. Chairman, Mr. Davidson is no doubt aware of the reaction of certain provinces, and particularly, if not exclusively, of the Province of Quebec when there was a question that the Federal Government would suggest the establishment of this body for educational television. Obviously, you are not obliged to answer if you find the question too delicate but do you believe that these constitutional difficulties, if these are difficulties, would have been more easily avoided if this responsibility had been left to the CBC?

Dr. Davidson: I will try to answer your question.

Mr. Béchard: You may answer in English, Mr. Davidson.

Dr. Davidson: We have had rather harmonious relations with the educational authorities of the Province of Quebec. For a number of years, we have worked together in

various programs in the field of education. I have here a text which summarizes all that we have done in the field of educational television in co-operation with the provincial authorities. And we have no reason to believe that this co-operation will cease.

We presently meet with the educational specialists of the Province of Quebec, from time to time, and we hope to be able to continue to co-operate with them in this manner in order to ensure the continuation of services already provided for in the Province of Quebec.

As regards your question whether, the decision had been taken to not establish another body but to extend the services through the CBC, the reaction of the Province of Quebec would have been different, it is not up to me, Mr. Béchard, to give an answer. It is up to the authorities of the Province of Quebec.

Mr. Béchard: Mr. Davidson, do you have agreements in the field of educational television with all or nearly all the provinces?

Mr. Davidson: Not with all the provinces. I will let Mr. Hallman give you a list of provinces with which we have agreements.

[English]

Mr. Hallman: It really functions on the basis of a general agreement with most of the provinces, but we have a protocol with the Province of Quebec very specifically. In the case of most of the provinces, this has been an arrangement worked out some seven or eight years ago whereby the Corporation accepts the indirect costs of production for programs while the province and its authorities accept the direct costs of the talent, the writing, the procured film. And we have seen this as essential because this provides them with content control. This is their responsibility—the content of the program, the presentation, the production...

[Translation]

... program production is our responsibility.

[English]

The Chairman: Would you, sir, provide us with the statement referred to on page 7 of your brief? A statement of the different arrangements between the CBC and each province. Thank you.

Mr. Jamieson: On this question of cost, Mr. Chairman, we have seen, since these hearings

started, a growing demand of providing the transmission facilities where we would simply say to the provinces to make use of them, with presumably in the original document the intention that they, the provinces or their departments of education or designated agencies, would prepare and produce the program. I wonder if I could ask Mr. Hallman, in view of the fact that there is now so much contention that federal aid is needed for production, for production hardware, that sort of thing, if there is any figure to indicate the total cost—you mention a million dollars—leaving air time aside, of the CBC's contribution as percentage of the total? Is it half, is it three-quarters, is it the major portion? Is there any way you could judge that at the moment?

Mr. Hallman: I think it depends on one's costing system, but in straight costing terms it is by far the largest proportion because the direct costs are much less demanding than are the indirect costs. In the case of some provinces the talent is a teacher who is paid by the province. If there are professionals used in terms of an enrichment program, a more elaborate production, this not only involves you in heavier indirect costs, but then we are using performers and we have to use them under the agreements with which we have our relationships with performers and writers. Those costs are absorbed by the provinces; they are direct, but they are still by far the smaller percentage of the total.

• 1210

Dr. Davidson: May I just add to that—and I am not sure whether this is completely consistent with what you have said, Gene—that I have read in the testimony statements which indicate that the budget of the Province of Ontario, for example, in this area is something of the order of \$3 million, and something of the same order in the Province of Quebec.

Mr. Jamieson: As I recall it, that is what they are anticipating spending, Doctor, in the case of Ontario. I do not think it involves their existing expenditures on educational broadcasting.

Mr. Hallman: If I may comment, I think in the case of Ontario, which is quite significantly different from that of the other Provinces, the province is in fact producing all of its own television broadcasts. This means that

they are absorbing both the direct and indirect costs for these programs, and therefore both their production and administrative costs are significantly high.

Mr. Jamieson: My reason for asking, Mr. Hallman, and I will make this very brief, is that I have said consistently here that if the federal authority accepts any responsibility in paying for program production, whether this be good, bad or indifferent we must anticipate a very substantial and probably growing expenditure in this field from the point of acceptance on. Would you think that, is correct?

Mr. Hallman: I think we have looked upon the arrangements that we have been able to devise over the years and they have been labelled from the beginning as an interim in an experimental situation. There was a desire in a number of provinces to get into this field and we have tried to facilitate this where our resources, our facilities and our budgets would permit it. Any long-term development in this field of course involves very much larger expenditures on the programming, and I think these would legitimately be those of the provinces.

The Chairman: Dr. Davidson, you indicated a lot of concern about the possibility of provincial CBCs being set up which would compete for public resources, expert personnel and so on with the CBC. Do you in fact see a danger that a development of provincial general broadcasting systems without any fairly clear and well-defined definition of the educational material that might be broadcast by them would eventually replace the CBC and destroy it?

Dr. Davidson: I will have to restrain myself in answering that question, Mr. Chairman. I would like to clarify one point, however, to begin with. I did not intend any of my remarks to suggest that I was expressing concern about the possibility of a number of provincial CBCs arising to compete in terms of demands for public funds with the existing corporation. The concern that I expressed was related to the proposal for the creation of an educational television agency which I understand is one of the suggestions being considered by the Committee—an agency which would provide a facility under national auspices and which would be made available for carrying programs produced by the educational authorities of the provinces. It was

the competition on the federal budget between that proposed new agency and the Corporation for what I see as its foreseeable needs for operating in capital funds that I was expressing my concern about. Now you have put to me a new question, as far as I am concerned.

The Chairman: Whether we talk of 10 different networks or one new CBC, as it was put, do you see this danger of a tendency to destroy the CBC?

• 1215

Dr. Davidson: I myself do not believe that the CBC will be destroyed by any kind of a facility or a set of facilities that is developed to serve the needs of educational broadcasting. I do not believe that this of itself is going to result in the destruction of the national broadcasting system.

Mr. Prittie: What definition of educational broadcasting are you using?

Dr. Davidson: First of all, I am making that statement in the context of an educational television agency or a network of educational television agencies that are restricted to the more limited concept of educational broadcasting that relates to formal education and to the school system. I will go beyond that though, Mr. Prittie, and say that even if the alternate agency were to have its responsibilities extend to cover far more all of what we are talking of as enrichment, this would not, in my judgment, result necessarily in the destruction of the CBC; what it would result in would more probably be the creation of two CBCs with the inevitable competition between two systems that are doing overlapping kinds of programming, and I would not like to contemplate the consequences of this in terms of the ability of the Government to adequately fund these two competing systems. I think it would result in the two systems competing and each one being funded inadequately, and I really cannot conceive of this being a good thing for the health or the future of the Corporation or for the new system.

Mr. Prittie: Mr. Chairman, if I may interrupt again, you are assuming federal funds for program production which I do not think was envisioned in a number of the briefs from Ontario, Alberta, the CAAE and some others.

Dr. Davidson: The draft of the possible legislative proposal that is before the Committee makes reference to certain possible functions of this new agency having to do with the acquisition of programs. It moves in certain of its provisions into areas which suggest that it could have a function beyond that of being a mere transmission facility. I recognize the legislation is not at all clear whether this would be done on a complete reimbursement basis, but I must say that while I can see this new agency disengaging itself completely from participation in the costs of programming if its role is limited to that of a formal educational transmitting agency, the minute that this new agency gets into the wider field represented by what is referred to as enrichment programming it does seem to me that it is going to be very difficult for it to remain out of participation in the programming costs. It is not impossible but the minute you get the new ETV agency into the field of enrichment programming or even the caring of enrichment programs, as I understand it, it seems to me that you are bringing that agency very close to the point where it is going to be in direct competition with the CBC in this field

The Chairman: If there were a development that created twin CBCs, as you suggest, would you venture a guess on the basis of your experience and observations on how long this stage of affairs might be allowed to continue by the Canadian taxpayer?

Dr. Davidson: The Canadian taxpayers are pretty patient people, Mr. Chairman.

The Chairman: They have been up till now, but do you not think one CBC might be considered enough by most of them?

Dr. Davidson: I think there are some who consider one too many.

The Chairman: I am suggesting quite seriously that one of the conclusions I might draw from what you have said is that there might be in the final analysis a fight to the death between these two competing agencies, competing as they would be not only for public funds, but competing for the kind of public support which the CBC has to rely on now, the kind of feeling which I think most Canadians have that there is a great need for this kind of public service. And, if there were two such public services not very easily distinguishable one from the other, it strikes me

from what you have said that the end result might be the destruction of one by the other.

• 1220

Dr. Davidson: Again I avoid the use of the word "destruction". I think probably I am more concerned about low starvation than I am about one of these entities destroying the other as such. It seems to me conceivable—and it is for the Committee to decide whether it is in their view desirable or not—to contemplate a separate educational television agency that has its role clearly set out for it in the more limited terms of educational broadcasting that we have been discussing; as a transmission agency; as a facility to be made available for provincial programming of its requirements in terms of its educational system.

The Chairman: Something that would clearly not be another CBC.

Dr. Davidson: That is correct. It seems to me that this is at least a conceivable set of relationships between two corporations. This presents problems, but it is conceivable. I must say it does not seem to me to be logical to move in the direction of creating a separate agency which would move so far in the direction of providing facilities for the transmission of programs which duplicate and overlap with a major portion of what CBC programming now consists of, as to in effect result in the creation of a rival public system.

It does seem to me that if that were the result, we would be faced with at least the danger that with both entities requiring substantial financing, both capital and operational, governments would find it impossible to provide adequate funds to support both systems in a way which would command the kind of respect by the Canadian people that we wish it to command, and the result would be, as I say, slow starvation and inadequate funding throughout both these systems. This does not seem to me to be the kind of result that the Canadian people wish to have.

Mr. Jamieson: I think we can overblow the possibility of this sort of head-on confrontation. I feel that we are reasonable enough to get a definition of education that will not cause that to happen. Would it not be a danger, if there was a viable educational television network defined as such and it got fairly heavily into enrichment programming, that the character of the CBC might change? In other words, there might be the feeling on the part of some within the Corporation that since that

agency is dealing with that type of specialized or enrichment programming there is no necessity to preserve as large a percentage of it in the mix of the CBC. I am not suggesting that this would happen, but I am saying that it is a possibility. We could see the CBC moving into fields of perhaps broader based public appeal that you cannot really answer adequately at the present time because of a shortage of hours in the day to do it. In other words, you would perhaps see this third agency becoming comparable to the BBC's third program type of thing, with the CBC's becoming more a light or home-type programming, using the analogies of the BBC's system. Is this a possibility, do you think?

• 1225

Dr. Davidson: I think it is a very real possibility. I do not think there is any doubt that the creation of a new ETV agency which had as part of its mandate the transmission of programs in the enrichment field would require the Corporation to reassess what its own role is, not only in the field of school broadcasting but in the field of enrichment programming.

Your analogy with the BBC really established my point. The BBC does have another network, all under the one umbrella admittedly, and it seems to me that the net result of what we would arrive at in Canada under these circumstances is that we would have the two BBC kinds of programming under two separate auspices.

Mr. Prittie: May I ask Mr. Jamieson if he is basing that statement on the assumption that educational broadcasting will be a national network rather than a series of local and regional stations?

Mr. Jamieson: No, I am just setting up a possibility here. I do not really anticipate that this is the route it will take, but if it did, it seems to me that it would be comparable to the CBC's present technical operation in that it can be broken down into local and regional and also network broadcasting; in other words, that it would simply follow the present pattern where, for instance, Ottawa functions independently at one point, and then is expanded into an Ontario network and into the national network.

I was going to say along the same line—and it might help to answer Mr. Prittie's question—that I recall that in the halcyon days when

we did not really think as much about money as we do now, there was a proposal for a CBC UHF minority network, or a minority operation somewhat comparable to... I am not suggesting that this was a proposal of the CBC. I am saying that people were discussing this as one of the alternatives that might be open to us in view of the demand for specialized type services.

Mr. Ron Fraser (Vice President, Corporate Affairs, Canadian Broadcasting Corporation): Mr. Chairman, may I comment as Mr. Jamieson has raised a very interesting point, as has Mr. Prittie.

Parliament, for example, has wisely decreed in the new Broadcasting Act that the broadcasting service of the CBC must be varied and balanced. It must be diversified. In other words, Parliament has said that we must never get ourselves into establishing either cultural or intellectual ghettos, or mass audience ghettos for that matter. But the program service of the general broadcasting Corporation must remain wide, and it must remain varied.

This is why it becomes of concern to us if we have another organization set up which is doing essentially the same thing. I do not think we would want to get out of that programming any more than we want to get out of light entertainment programming because for example, private stations happen to be in it. You need a balanced service if you are to appeal, and I think this has certainly been our experience to date.

Mr. Jamieson: But surely it would be, as Dr. Davidson and I have been discussing, almost inevitable that at some point with two demands for public funds coming in, someone would ask: "What the heck is one or the other doing when we find that even without perhaps an adequate liaison the CBC and ETV set-up are producing essentially the same type of program, perhaps even at the same time?"

Mr. Fraser: Oh, you are absolutely right. This question would arise because it has arisen in the past in the field of light programming, as you know, Mr. Jamieson. So it is a very real problem that you have raised.

Mr. Hallman: I have just attended a Commonwealth Broadcasting Conference in New Zealand, and one of the questions raised was really whether or not you have single control

of some kind of the variety of broadcasting services within the community. And if you have national services, it is almost essential to find some way to orchestrate these if the listener is to be provided with true choice. And one of the difficulties is that if you were to have quite separate agencies develop in which there were overlapping services being provided, then you would really negate the possibility of true choice and weaken both.

• 1230

The Chairman: Dr. Davidson, I think you have made it clear that you want, as we do, to extend broadcasting facilities for educational use in Canada; but I gather that you feel that there would be a great danger if we were to create, as I hope we will not, another system which seems to have purposes similar to those of the CBC, or would carry on much the same kind of programming as would the CBC.

Dr. Davidson: The danger, if I can come back to the word "danger", should not be interpreted in any sinister fashion; the danger is simply the danger that is related to the problem of providing adequate funds to support two services. If it were possible to think of a government or a collection of governments in Canada that were prepared to support with complete adequacy two sets of services of the kind you have been describing...

The Chairman: That would be a very happy situation.

Dr. Davidson: ... that would be a very happy situation. From where I sit, we are now in a position where Canada, is probably called upon to carry one of the heaviest burdens of any country in the world as far as its broadcasting services are concerned. We are a nation of 20 million people. We have a responsibility to provide radio and television services in two languages. We are sitting alongside the most powerful broadcasting factory in the world, the United States of America. We are obliged to develop the kind of service that is going to maintain something in the way of our cultural identity. I know of no country in the world that is faced with the complex problems that we are faced with, and faced with the requirement to do as much as we are required to do in order to provide adequate services to our people that will essentially maintain the national service as something that is meaningful for Canadians.

If our willingness to put resources into the area of broadcasting is such that we are willing to double our investment, or even go beyond that, obviously there is no reason to be afraid of two broadcasting services competing with each other in a healthy fashion to provide even better service and a wider variety for the Canadian people. However, I am bound to ask how much are we justified in expecting 20 or 21 million Canadians to contribute to the provision of a complete set of broadcasting services?

The Chairman: I think we are bound to ask ourselves the same question.

Mr. Jamieson: May I please ask one more question, Mr. Chairman, which is off this subject but it is one that has not been asked, and I will call on the CBC's research facilities here. I wonder if Mr. Gilmore or the other gentlemen can give any estimate of when we will probably have a substantial percentage of UHF sets in Canada. I know these forecasts are made from time to time. Is there any anticipated date by which UHF may be fairly commonplace?

Mr. Gilmore: Mr. Chairman, if I may answer that, there is no forecast which I would call substantial enough to quote. There is only the most blue-sky concept, and that concept is related to the authorizing of UHF as a transmission facility. To put it on another basis, the development would be not as fast as black and white obviously was at the beginning and probably considerably faster than colour has moved. It would be something in between that, but there is no valid forecast at the moment.

Mr. Jamieson: You could not even say whether it is a five-year or a ten-year cycle?

Mr. Gilmore: In terms of development, would you consider 10 per cent or 20 per cent saturation a valid target? What do you have in mind? I can give you two figures based on that.

Mr. Jamieson: Give me the two figures, because I do not really know what is substantial.

• 1235

Mr. Gilmore: For 20 per cent saturation, assuming the development of the Corporation and educational television, you are in the area of 10 years.

Mr. Jamieson: Ten years to get 20 per cent of all the sets in Canada equipped with UHF.

Mr. Gilmore: That is about the best approach we could take with what we know now.

Mr. Jamieson: Thank you.

The Chairman: May I ask if you are able to give us the result of any survey of requests by provincial departments of education for additional broadcast time which you have not been able to meet?

Mr. Hallman: I think that is a twofold question. In some cases it is not a demand for broadcast time; in certain areas it is a matter of production time.

The Chairman: I am really asking what requests have been made by people who are ready to use your broadcast time which you have not been able to meet.

Mr. Gilmore: I think we have this at the office and perhaps Mr. Bennett could prepare a paper in response to this question. There is considerable information available.

The Chairman: The other question I wanted to ask was whether you had had requests from any province to use the "down" time, as Mr. Jamieson calls it—the time when you are not normally broadcasting—for delivery of materials to be taped and presented on a delayed basis in the schools?

Mr. Gilmore: Not as yet.

The Chairman: This would seem to be an area which has been neglected if, as you suggest, one looks at the problem in its totality.

Mr. Gilmore: At the whole picture. Yes, sir.

The Chairman: Therefore, it might be profitable to encourage departments of education to explore the possibilities of making use of this "down" time.

Mr. Gilmore: I do not want to repeat what I said an hour ago, sir, but I would like to again make the point that the need has not yet been set. The facility to meet that need at the consuming end, the classroom end, has consequently not been set. Therefore the means of supplying the facility to meet the consumer need has not been established. In simple language, this means that there are not enough film projectors, tape reproducers and tape recorders in the school system per se to receive enough material to do whatever comprehensive job the consumers would require

from them, considering the broadcast time necessary to feed the programs. That has not yet been set.

The Chairman: If I understand correctly what you are saying, I think you mean that one of the first priorities of a provincial department of education would be to build up the receiving facilities...

Mr. Gilmore: Yes.

The Chairman: ...the videotape recorders, et cetera, and this is really more basic than being concerned about the delivery system.

Mr. Gilmore: It is to me. As a professional on the broadcasting side this is the need which I see. In our total broadcasting service we are always establishing a need for a program service.

Mr. Fraser: Mr. Chairman, it is interesting that Mr. Prittie said he was taping some years ago. It was then technically possible on radio to tape, but how many of the school systems have done this? Even today, with the improvement in and the lowering of the price of sound tape recorders, there still is not much taping going on although it is technically possible. In television, of course, it is simply more expensive, but it is possible.

The Chairman: In your contact with provincial departments of education have you encountered any department, no matter how advanced it feels it is in the field of television programming for educational purposes, which in terms of the receiving equipment is really prepared to effectively enter this field.

Mr. Gilmore: Mr. Bennett could probably comment on this.

Mr. Bennett: Mr. Chairman, are you asking about the establishment of recording facilities in schools?

The Chairman: Yes, taking into consideration Mr. Gilmore's point that in order to properly utilize this medium one needs to be much more flexible than simply being able to receive a live program on a television set.

Mr. Bennett: We do not have any exact information about the numbers of recording apparatuses in schools. We know they are there and that their number is probably growing quite rapidly, but still—as a percentage of all the schools with television in the country—I doubt if they are yet in 1 per cent of the schools.

• 1240

There are substantial numbers of schools that are equipped with radio recording apparatus, but again we do not have precise figures and I do not think the departments of education have either. This is one of our difficulties. Statistical data is very hard to get. In fact, it is very hard to get exact information about the numbers of schools equipped with television sets, although this kind of information is becoming a little more freely available and a little more exact. Some provinces—Saskatchewan is an example—will actually help to pay for the installation of television sets in schools, but that is not a general practice.

Mr. Hallman: If I may supplement that, I understand that Ontario has provided to municipalities sufficient funds for one television receiver for every six classrooms for each year, so that over a period of six years you could foresee the province having it fully equipped.

The Chairman: Do you know whether similar provisions are being made for some kind of delayed presentation equipment?

Mr. Hallman: I think part of the problem here really is that many of the options depend on the municipalities and the school boards. I think one of the difficulties, of course, is the question of technical standards. There are many salesmen of electronic gear roaming the country at the present time. The technical quality and the costs of the equipment being offered vary widely. I know that in the case of the province of Ontario, the department involved in television is making every effort to provide some information to municipalities so that they do not make unwise purchases at a low level which will not be useful in the future.

The Chairman: Do you have any information about how widely this equipment is available that would allow the television programming to be fully used, as you have suggested it should be?

Mr. Gilmore: No. We do know that in radio it is very broad.

Mr. Jamieson: In view of the experience in which I think the CBC participated where it was demonstrated that there is a very substantial difference in the receptivity by students between colour and black and white,

do you think that anybody planning in this field now should opt from the very outset for colour compatible equipment all the way?

An hon. Member: This is a dandy.

Mr. Hallman: This is a chicken-egg situation. If you are talking about transmission facilities, obviously I think you would go for colour in terms of pure transmission facilities. But there are going to be vast amounts of educational materials, either on film or on tape, that are still useful in black and white. Now, at the recording end, small, not too expensive colour video recorders are not that cheap.

Mr. Jamieson: But I think it is a fact, is it not from your experience Mr. Hallman, that the interest level and, I repeat, the student receptivity and the whole effect of the program is enhanced enormously by colour?

Mr. Hallman: I think the one experiment that I am aware of was conducted at Carleton on a rather limited basis. The responsiveness to General Vanier's funeral was emotional, but less analytical information was provided by the colour transmission compared with the group watching in black and white.

Mr. Jamieson: Now we have to ask whether emotion or analysis is the best effect of television.

Dr. Davidson: And whether attention or retention...

Mr. Jamieson: Yes.

Dr. Davidson: ...is what you are really trying to get in terms of the educational process.

Mr. Gilmore: May I have just one word, Mr. Chairman? As the promoter of colour for the Corporation, I must get one word in here. Mr. Jamieson, it would be an anachronism for any broadcasting system—and I use the term "system" advisedly—to plan transmission or distribution facilities without taking colour into consideration. So far as the purchase of transmitters "X" years from now, or very shortly is concerned, you will not be able to buy a North American standard transmitter in black and white unless you give a special order for it; we are almost at that point now. I think for the transmission there is no question, as Mr. Hallman said.

• 1245

On the other side of the coin—the storage and reproduction—if facilities go as quickly

as they have gone in the past five years in development, and there is no reason to believe they will not, I think that problem will be overcome, too. So within the next five to ten years I think colour will be the full answer; at least I hope it will, anyway.

The Chairman: Thank you very much, gentlemen. I think all of us appreciate very much what the CBC has done in the educational field as well as in other fields in which it has contributed so much to Canadian life. We are glad to have your advice in this study. We are also particularly glad to have Dr. Davidson with us in his new role for the first time.

I hope he will be back along with his leagues that are here very soon, not for further soul-searching analysis of the C hope we are finished with that for time—but perhaps to consider an annual report or something more mundane such as that. It is very nice to have you here, sir.

Dr. Davidson: Thank you, very much.

The Chairman: There will be no need to meet this afternoon. If the House is still sitting on Tuesday, we may be able to arrange a meeting with the BBG or the CRTC, or whatever it may be called by then.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

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ALISTAIR FRASER,
The Clerk of the House.

HOUSE OF COMMONS
Second Session—Twenty-seventh Parliament
1967-68

STANDING COMMITTEE
ON
**BROADCASTING, FILMS AND
ASSISTANCE TO THE ARTS**

Chairman: Mr. ROBERT STANBURY

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 21

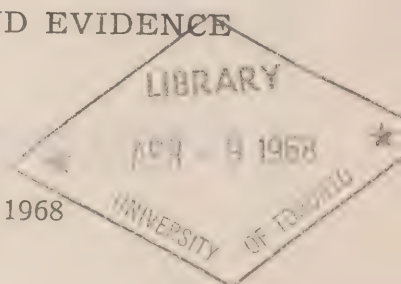
TUESDAY, MARCH 19, 1968

Respecting the
Subject-matter of broadcasting and televising
of Educational Programs

WITNESS:

Mr. Pierre Juneau, Chairman, Board of Broadcast Governors.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968



STANDING COMMITTEE ON BROADCASTING, FILMS
AND ASSISTANCE TO THE ARTS

Chairman: Mr. Robert Stanbury

Vice-Chairman: Mr. Jean Berger

and

Mr. Asselin
(*Charlevoix*),

Mr. Basford,

Mr. Béchard,

Mr. Brand,

Mr. Cantelon,

Mr. Fairweather,

Mr. Jamieson,

Mr. Johnston,

Mr. MacDonald (*Prince*),

Mr. Mongrain,

Mr. Munro,

Mr. Nugent,

Mr. Pelletier,

Mr. Prittie,

Mr. Prud'homme,

Mr. Régimbal,

Mr. Reid,

Mr. Richard,

Mr. Schreyer,

Mr. Sherman,

Mr. Simard,

¹Mr. Stafford—(24).

M. Slack,

Clerk of the Committee.

¹Mr. Stafford replaced Mr. Cowan on Wednesday, March 20.

ORDER OF REFERENCE

WEDNESDAY, March 20, 1968.

Ordered,—That the name of Mr. Stafford be substituted for the name of Mr. Cowan on the Standing Committee on Broadcasting, Films and Assistance to the Arts.

Attest:

ALISTAIR FRASER,
The Clerk of the House of Commons.

MINUTES OF PROCEEDINGS

TUESDAY, March 19, 1968.

(37)

The Standing Committee on Broadcasting, Films and Assistance to the Arts met this day at 9.50 a.m. The Chairman, Mr. Robert Stanbury, presided.

Members present: Messrs. Béchard, Berger, Brand, Cantelon, Cowan, Fairweather, Jamieson, MacDonald (*Prince*), Mongrain, Pelletier, Prittie, Richard, Schreyer, Sherman, Stanbury—(15).

In attendance: From the Board of Broadcast Governors: Messrs. Pierre Juneau, Chairman; Albert Shea, Senior Analyst; and Rodrigue Chiasson, Senior Analyst.

The Committee resumed consideration of the subject-matter of broadcasting and televising of Educational Programs.

The Chairman welcomed Mr. Juneau in his new capacity as Chairman of the Board of Broadcast Governors.

Mr. Juneau made a statement, and commented on the legal aspects and relationship of the Canadian Radio-Television Commission towards the proposed Canadian Educational Broadcasting Agency.

Mr. Juneau was examined on various aspects of Educational Broadcasting.

The examination of the witness being concluded, the Chairman thanked him for his assistance.

The Chairman advised that Miss LaMarsh would be heard at a later date.

At 11.30 a.m., the Committee adjourned to the call of the Chair.

M. Slack,

Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, March 19, 1968.

● 0949

The Chairman: The meeting will please come to order.

Our witnesses this morning are from the Board of Broadcast Governors led by the newly appointed Chairman, Mr. Pierre Juneau, whom I welcome very warmly on your behalf. He is here for the first time in his new role as Chairman.

Mr. Juneau, would you like to introduce your colleagues and make your presentation?

● 0950

[Translation]

Mr. Pierre Juneau (Chairman of the Board of Broadcast Governors): Mr. Chairman, I would like to introduce Mr. Albert Shea and Mr. Rodrigue Chiasson, both of whom are staff members of the Board of Broadcast Governors.

I would like to point out, Mr. Chairman, that the Board of Broadcast Governors has not had much time to spare on the study of the draft bill on educational broadcasting because of the completion of its own projects.

Also, as you all know, the new Canadian Radio and Television Commission has not yet been appointed. Consequently, the opinions which I express this morning are not solely my own, but Dr. Stewart and I have nevertheless had the opportunity of discussing these ideas from time to time. However, this will still not necessarily be the opinion of the BBG or the CRTC. I do not know exactly what their official standing is.

On the other hand, I believe what is expected of me this morning is certain consideration on the legal relationship, if you will, between the regulating body, the CRTC of the future and the Canadian Educational Broadcasting Agency about which we are speaking. I regret not having been able to give you my notes beforehand. They are brief

and schematic; I will go over them quickly and then I will hear your questions, if you have any.

The fundamental section is obviously the one which says that "facilities should be provided within the Canadian Broadcasting system for educational broadcasting". It is section 2(i) of the draft bill.

It would seem that in this section Parliament is simply giving the government the authority to establish a system which is specially dedicated to educational broadcasting. We could ask ourselves—although this question bears directly on Parliament—if in the actual circumstances the government would have the authority to establish a television system which is strictly educational and to spend sums of money to this effect. Consequently, it seems to me that this section of the Act is absolutely necessary if money is to be spent strictly for educational television.

In the first lines of the text of the Broadcasting Act we read:

It is hereby declared that,

broadcasting undertakings in Canada make use of radio frequencies that are public property and such undertakings constitute a single system, herein referred to as the Canadian broadcasting system, comprising public and private elements;

This is a well-known aspect of the Act. We then speak of one regulating body, which would naturally be the CRTC.

The relationship between the Commission and the field of educational television will naturally take place through the mediation of the proposed Canadian Educational Broadcasting Agency.

This then is the agency that would apply for and hold broadcasting licences, that would provide necessary technical services and which would be responsible for the concluding of official agreements with the provincial educational authority to be designated by each provincial government.

One of the main responsibilities of the Commission will be to licence broadcasting stations and to prescribe the conditions attached to the licences.

To this effect I would like to draw your attention to section 9 of the draft Bill which speaks on the one hand of the regulation and on the other hand, as for the rest of broadcasting, of conditions which would be attached to the licences.

• 0955

However, I believe that it is in the modification of the law on broadcasting which accompanies the draft bill that we find one of the most important ideas.

This new agency would have the same relationship as the CBC with the CRTC; that is to say, the Broadcasting Commission would not have as direct an authority on the agency as it would on the private broadcasters.

In the matter of conditions which may be attached to a licence by the Executive Committee of the Commission, it is proposed that the Agency may request previous consultation—

In the same way as the CBC—Section 17(2) of the Broadcasting Act would therefore be amended as follows:

17(2) "The executive Committee and the Corporation or the Agency shall, at the request of the Corporation of the Agency, as the case may be, consult with regard to any conditions that the Executive Committee proposed to attach to any broadcasting licence issued or to be issued the Corporation or the Agency.

This is probably the right place to bring forward what seems to me, as I said previously, a very important point. According to Section 9(b) the Agency would broadcast "educational programs for or on behalf of provincial educational authorities, organisations and institutions" after having entered into *agreements* with such authorities, organizations and institutions and without such agreements the Agency could not operate. The agreements would be subject to the legal provisions mentioned in the Outline. However, the agreements, presumably containing stipulations agreed upon by parties, would also be subject to approval by the Governor-in-Council according to Section 11(b).

It seems to me that the consequence of these very important provisions, is that the Commission would want to use the consultative process mentioned in Section 17(2) of the Broadcasting Act to ensure that the conditions attached to the licences granted to the Agency would be consistent with the terms of the agreements between the Agency and the Provincial authorities—which agreements, as we know, would have to be approved beforehand by Governor-in-Council.

Finally, the Canadian Radio Television Commission could not revoke or suspend the agency's licences but rather, as in the case of the CBC, it must submit a detailed report to the Minister and the Minister must report to the House, which presumably would take the required decision.

As I was saying, Mr. Chairman, this is a very brief description of the possible relations between the Canadian Radio Television Commission and the proposed agency of the draft bill.

I am at your disposal to answer your questions.

The Chairman: Mr. Pelletier.

Mr. Pelletier: Mr. Juneau, on page 4 I believe you quote Section 9(b), where it is mentioned.

educational programs for or on behalf of provincial educational authorities, organizations and institutions

and in English we say: "for or on behalf of". This distinction seems to be difficult to grasp.

Mr. Juneau: You speak of...

Mr. Pelletier: On page 4.

Mr. Juneau: ...of the translation?

Mr. Pelletier: No. It seems to be just as difficult to grasp in English as in French. What is the distinction between "for and on behalf of"? Is this simply legal jargon? It is quite possible.

Mr. Juneau: It seems to me to be legal jargon and I would be incapable of explaining it. I am under the impression that both terms are synonymous.

Mr. Pelletier: This does not imply that we foresee a delegation of authority from provincial agencies to a federal agency.

Mr. Juneau: It is quite possible that it does not exclude that alternative. We can imagine that a smaller province would give its responsibilities to the agency; I suppose that this is one possibility even if it is rather difficult to imagine in view of the fact that we are speaking of educational television. It would seem to me that it is quite difficult to separate educational television from the educational system and, as we say in English, to "farm it out", in view of the fact that it is an integral part of the educational system. In my opinion, it is highly unlikely.

• 1000

[English]

Mr. Jamieson: Mr. Pelletier, would you permit? Does this not really mean broadcasting in the narrow sense of the word; that is, the actual transmission of a program? It does not involve production or anything of that kind, as I understand it, and the "for or on behalf of" comes into it here; the agency would broadcast the programs. In other words, it would provide an outlet for them. Is that not as far as it goes? At least as I read it, it does not involve any transmission of the authority of the province or any of these agencies to the agency, does it? Is that not quite literal wording which says that they will broadcast the program for this agency? In other words, the agency comes and says "Here, put this on the air". Is that correct?

Mr. Juneau: That is the basic intention, I think, of the outline.

Mr. MacDonald (Prince): The operative word is "agreement", is it not? Because it is the kind of agreement that would predicate whether or not certain powers be turned back, as Mr. Juneau suggests, or whether all of the content would be programmed by the province or agency of the province.

Mr. Jamieson: Mr. Chairman, this is strictly a question of broadcasting. It does not relate in any way to any prior production or anything else, as I understand it, Mr. Juneau. It merely says that we will agree to put this on the air for you. I think that is all that is involved in this particular problem.

Mr. Pelletier: I was just a bit mystified by the "for or on behalf of" but...

Mr. Jamieson: That is legal jargon.

Mr. Pelletier: ...it might only be legal jargon. Can the former Attorney General tell us?

Mr. Fairweather: Not on or about stand.

[Translation]

Mr. Mongrain: Mr. Chairman, may I ask a question?

The Chairman: Excuse me, sir. Mr. Pelletier, have you finished asking your questions?

Mr. Pelletier: Yes.

Mr. Mongrain: I enjoyed the distinction which Mr. Jamieson has just made, but I would like to ask Mr. Juneau whether anything in the text of the draft bill guarantees that eventually no member of a federal body will impede upon the provincial field of education. According to the spirit of the law, it is simply the case of supplying the provinces with the mechanism which they need to broadcast their educational programs. But is there any precise clause in the draft bill which specifies that content of the broadcast must always come under provincial authority? I apologize for not having had the opportunity to study the draft bill.

Mr. Juneau: Mr. Chairman, as I was saying earlier concerning the questions of policy, I can but express a personal opinion, after having read the draft bill.

Mr. Mongrain: In your opinion, you see nothing in the text which...

Mr. Juneau: I believe, Mr. Mongrain, that the important section which we must examine closely, and which concerns this topic, is section 11, which concerns...

• 1005

Mr. Mongrain: Section 11?

Mr. Juneau: Section 11 of the draft bill.

Mr. Mongrain: It is subsection 1 of Section 11, which reads as follows:

No agreement between the Agency and a provincial educational authority, other than an agreement of a class prescribed by regulations made by the Governor in Council, shall be entered into by the Agency without the approval of the Governor in Council, and any such agreement entered into in contravention of this subsection is of no force or effect.

And so, Mr. Juneau, do you think...

Mr. Juneau: And subsection 3 of that same section is particularly important, Mr. Mongrain.

Mr. Mongrain:

... without the approval of the provincial educational authority of the province.

Good, thank you very much.

[English]

The Chairman: Mr. Jamieson?

Mr. Jamieson: Perhaps the Chairman will permit me also to extend my best wishes to you in your new role. I am well aware of the contribution you have made so far and I am sure all Committee members agree with my hope that things will go well for you and for the new Commission.

How do you see the relationship of the new Commission to the agency and then, moving one step further, to the institutions, organizations, and so on that are set up within the province? You mention here that the agency presumably would apply to the Commission for a frequency or channel.

Mr. Juneau: Yes.

Mr. Jamieson: That is the first step?

Mr. Juneau: Yes.

Mr. Jamieson: That agency is then assigned, and becomes in a sense the licensee of, that channel. Is that correct?

Mr. Juneau: That is right. That is the way I see it.

Mr. Jamieson: You also refer to the power of the commission to attach conditions to licences. I appreciate the fact that when the Act was drafted and, in fact, passed educational television was not considered.

Mr. Juneau: Yes.

Mr. Jamieson: But you do feel that the same process is implicit in the Broadcasting Act for educational television as for the CBC or a private applicant?

Mr. Juneau: Yes. There is, however, as I have noted very briefly in my presentation, an additional factor in the case of educational broadcasting which does not exist in the case of general broadcasting and that is the obligation for the agency to conclude agreements with the established provincial authorities or with institutions authorized by the established provincial educational authority.

Mr. Jamieson: It seems to me this poses something of a problem or a potential problem. Let us say—and I assume this would be

the normal routine that would be followed—that the Canadian Educational Broadcasting Agency, would already have completed its agreement at least on a tentative basis, with the provincial authorities before they came before the Commission. This would almost be necessary, would it not? The first question that you would ask as a Commission would be: "For what purpose do you wish to use this channel?" The agency really could not answer that unless it had, in fact, already consulted the provincial institutions and come to some sort of agreement with them.

Mr. Juneau: There would have to have been consultations with the educational authorities, certainly, but I think the agency would also be wise to have consultations of other kinds. They would have to have consultations with the Department of Transport to make sure there was a frequency at that particular location; they would have to consult with the CRTC to make sure that frequency is not allotted to some other prospective applicant or tentatively allotted to some other applicant; they would have to make sure that they would have the money to make good their eventual agreement with the provincial authority. So the agency would have to carry on diverse consultations before making an agreement with the provincial authority.

Mr. Jamieson: But do you see, Mr. Juneau, the role of the Commission in all of this to be confined exclusively to those areas to which you have referred which are by and large involved with spectrum management—that is the wholly technical side—plus the assurance of your agency, as you have mentioned, that the financing is available, or do you see the Commission having any role in a sense to veto program proposals or content proposals as advanced by the agency?

Mr. Juneau: One would hope that these matters would be settled in advance between the agency and the provincial authority.

• 1010

Mr. Jamieson: Assuming that happens, would the Commission then merely accept that agreement? I wonder if it would be a case of putting the cart before the horse. Will the agency come before you, as the Commission, and say "We wish to have channel so and so; here is the evidence that it is available; here is the evidence of the financing and here is at least a draft agreement between the agency and the provincial institution," which you then totally accept—to come back to my original point—do you think the Commission

might have any authority to say, "We do not like the nature of this agreement; we think it should be changed."

Mr. Juneau: Mind you, everything is based on the purpose stated in the outline for which these facilities would be established by the federal government. If the purpose is clear and confirmed by Parliament, then I think it provides a framework which is very close to the actual purposes of education under the jurisdiction of the provinces. Then the role of the Commission would really be to make decisions whenever there is a controversy as to whether a program follows the terms of the agreement or not.

Mr. Jamieson: You then see this as being the Commission's role rather than the agency's role?

Mr. Juneau: It is first the role of the agency because it is always the role of a contractor to make sure that the contract is being followed, and as a party to an agreement it would be the agency's responsibility to make sure that the agreement was being followed. But if there were discussion on whether or not the agreement that had been signed by the two parties was being followed, then presumably the question might be brought to the attention of the Commission for a decision.

Mr. Jamieson: It is slightly different from the way I understood it in the previous submissions. My feeling about it, at least—I may very well be wrong—is that the Commission would merely ensure that the channels and the frequencies were available to the agency but that the federal agency would be the arbitrator, if you like, or would generally direct the manner in which these facilities were to be used. You used the analogy that the relationship of the Commission to the agency—we are certainly getting into all manner of organizations here—is somewhat comparable to your relationship to the CBC. Do you envisage it as being somewhat the same?

Mr. Juneau: With one very important distinction, that the CBC does not broadcast programs as a result of agreements with other parties who would be responsible for the production and content.

Mr. Jamieson: Exactly, but if this agreement is present who polices the agreement? Who polices the day-to-day operation to see if the institution—or whatever it is called—is performing according to the agreement? Is this the role of the BBG?

Mr. Juneau: It seems to me, Mr. Jamieson, that the very important word in your question is "day-to-day". On a day-to-day basis it should be the agency.

Mr. Jamieson: But you still see a role for the Commission in determining whether programming on the ETV setup conforms to what the legislation requires in the first instance and what the agreement calls for in the second instance?

• 1015

Mr. Juneau: Frankly, I hope—I more than hope—that in the normal course of events there would be very little policing needed, because it seems to me the basic idea in the outline in this respect is the existence of agreements between the agency and the provincial authorities or institutions, and agreed upon by the provincial authority, which have to be approved by the Governor in Council. So, if these contracts follow the law, if they have been made clear between the provincial authority and the agency, then it is a matter for the parties to follow their contract.

Mr. Jamieson: This is quite complex and I hope I am making myself clear. On page 4 of the English text you say:

... the Broadcasting Act would read as follows:

17(2) "The executive Committee and the Corporation or the Agency shall, at the request of the Corporation or the Agency, as the case may be, consult with regard to any conditions that the Executive Committee proposes to attach..."

The suggestion—it is even more than a suggestion—is that the Commission has the right to attach conditions in terms of channels assigned for educational purposes.

Mr. Juneau: Yes, I think so, but within the terms of the law. It does happen in the case of educational broadcasting that the proposed legislation already specifies some "conditions".

Mr. Jamieson: But you see the possibility—I will not even go so far as to say "probability"—that a disagreement could arise between a provincial institution—or whatever these three words are—and the agency and that this matter under this system—the mechanical system, you set up the mechanics of it—could find itself in the Secretary of State's Office, the Secretary of State being asked to arbitrate on a matter which involves provincial authority in the field of education.

Mr. Juneau: If the disagreement took place before an agreement were signed between the agency and the provincial authority, then I do not think the Commission would have anything to do with it because the agreement is subject to approval by the Governor in Council.

Mr. Jamieson: I think it is the question of interpretation that concerns me, Mr. Juneau, not so much the clear-cut and obvious techniques or programs, and so on. When you get into the grey areas of what constitutes an educational broadcast it seems to me that you are in effect asking the Secretary of State, the Cabinet or Parliament, for that matter, to decide and it could end up with their having to decide whether a specific case was an educational broadcast or not.

Mr. Juneau: If this took place before an agreement were signed then it would be between the agency and the provincial authority, and the Commission would have nothing to do with it. If it was after an agreement had been signed, then it would be a matter of interpreting an agreement that had been signed, which presumably would be specific enough.

These problems are being discussed considerably and every angle is being turned up. One would suppose that agreements between the agency and provincial authorities would benefit from the discussions that are taking place and as a result they would be clear, but again the agreements are subject to approval by the Governor in Council.

Another matter which I think should not be lost sight of in this respect is that the agency will not be composed in the way the CBC is composed. I think it will have three public servants on its board of directors, so it would be closer to government policy than the CBC. It seems to me that that is inevitable because you are...

Mr. Cowan: That is a good wide gap between CBC and Government policy.

• 1020

Mr. Jamieson: Mr. Juneau, we used to talk about the one-board concept, then we talked about the one-board versus two-board concept and now we are talking about a three-board versus one. It seems to me that the same hazards are present in the relationship of a new ETV agency to the Commission as were discussed ad infinitum when we were talking about the relationship of the CBC to the Commission. I am wondering if you have

given any thought—and I am aware that you have done most of the thinking, a great deal of it on this subject—to the role of the Commission simply being to assign the frequencies and to just simply say that a block of the spectrum is to be used for educational television services, and then making the education television agency for all practical purposes autonomous in dealing with the provinces. Why do you see the need for imposing, in a sense, this other layer of the Commission on the agency, and if that is necessary what do we need the agency for?

Mr. Juneau: I do not think that I would be inclined to bend the need for the Commission in this framework, it might very well be that it could be done otherwise. You would have to ask yourself the question though, in that case: Who would arbitrate in cases where there would be controversies on the interpretation of an agreement? It could be the courts or ...

Mr. Jamieson: But this is exactly my point. I do suggest that if you do not have the ability, which you admit in here you do not have or would not have, to revoke any licence assigned to the agency, you do not really have the power to arbitrate anyway if, that is, the two parties are adamant in their stand, and it ultimately winds up in this consultative process in the Minister's office and back in the lap of Parliament anyway. Is that not correct? In other words, in this context the Commission really cannot arbitrate and make a final decision.

Mr. Juneau: I think I can only interpret the proposal as it stands now. I would not want to take it upon myself to defend this particular...

Mr. Jamieson: But is not my interpretation of it right, that the Commission would not have the final powers of arbitration under the proposed draft bill?

Mr. Juneau: I think, theoretically, that there is this serious problem in what you say. I think though that if the Commission considered a case brought to its attention and took a definite stand on one side or the other, it could have considerable impact on the interpretation of the agreement.

Mr. Jamieson: I will not pursue it any further.

Mr. Juneau: Unless the thing becomes such a vast political problem, which would be completely outside the scope of the Commission anyway.

Mr. Jamieson: I do not want to forecast that there are going to be vast political problems. I merely say we now have three agencies and if we are going to bring the provinces into this as well I think it is going to be very important to have pretty clearcut lines of responsibility.

I just have one other question which has to do with the representations that we have had about giving this responsibility to the CBC rather than establishing an ETV agency. The old board of Broadcast Governors did make recommendations, as I understand it, on this point, and I assume from what I have read that you felt that a separate agency was more desirable than giving this responsibility to the CBC?

Mr. Juneau: Yes, that was the opinion of the Board of Broadcast Governors, and that was my personal opinion too.

Mr. Jamieson: Has it changed any in the light of representations that have been made here?

• 1025

Mr. Juneau: No. I think that there is, of course, a very important financial aspect to this whole matter which is outside the terms of reference of the BBG. But apart from this financial problem I think that educational broadcasting is a completely different undertaking and that it should be the responsibility of people who have no other interests in broadcasting if it is going to develop. We are talking not only of broadcasting but of an agency at the federal level who would be able to play a needed role in co-operation with the provinces in the whole field of transmission of information. This is a different field from broadcasting as we have known it until now, and I think it will need different people, different structures and so on. I personally would be very much afraid that if it is involved in a huge organization which now has considerable problems to take care of, it will be a small part of a big problem. There could be an analogy with the international service of the CBC, which is a division of the CBC, and not the most important one. I think that anybody who has studied the problems of education today cannot be unaware of the enormous importance of education, and I do not think that educational broadcasting can be a small part of a very large organization. And if it really does develop the way it should then it will take too much importance in the larger organization.

Now of course if the decision should be to reduce expenses as much as possible and to continue experimenting using present facilities, this is a different question altogether.

Mr. Jamieson: Rather than use the word "experimenting" when the President of the CBC was here he referred to an interim measure and to phasing in—in other words that the CBC would be assigned a larger role, perhaps not as comprehensive as is envisaged in the draft bill, but that this would serve for a period to give us more educational broadcasting without committing us to a structure which, I think it was fair to take from the CBC's evidence, they do not feel we are really prepared now—that is, in terms of knowledge—to implement on a continuing or permanent basis. How do you feel about the need for further but perhaps expanded interim measures?

Mr. Juneau: Well if that solution should prove to be workable in the present circumstances, taking into account the desires of some provinces to develop at a much more rapid pace, then I think it is a matter of policy. This is a very important consideration. Will the educational authorities agree with a slow development of that kind?

Mr. Jamieson: We have three provinces now who have said that is the way they want to go. We have at least two who have indicated they want to go an independent route. From my personal knowledge I would think that the remaining provinces which have not yet voiced any opinion on this matter would tend to favour the CBC arrangement for very obvious reasons.

Mr. Fairweather had a question.

Mr. Fairweather: Well that was the point. Mr. Juneau mentioned provinces desiring it. Surely they are hamstrung by their budgets. I suppose that even the small provinces—the Maritimes, for instance,—are just as anxious but they are realistic, are they not.

• 1030

Mr. Juneau: Yes. I am not in a position to express a strong opinion on whether at this point there should or should not be a vast system of educational broadcasting in the country or whether we should use interim solutions for the next two years. I do not think it is the role of the CRTC to express an opinion on this matter. I am just saying that educational broadcasting is part of the whole field of educational technology and educational transmission, and that it is different from

conventional broadcasting and will require people with different interests. Indeed, I think, there is a danger that the field of educational broadcasting may be dominated too much by administrative traditions and personal traditions in general broadcasting. I am expressing a theoretical opinion on the subject. Whether we should use an interim solution or a full-fledged solution I do not think is within my competence.

Mr. Fairweather: Would you not agree that money is the basis of arriving at a decision on a full fledged solution? Basically this is why many of the provinces want an interim solution, is it not?

Mr. Juneau: That is right, although you might ask yourselves whether a new departure needs to be a very expensive departure. Figures have been mentioned before this Committee which might very well be theoretical in the sense that people say they want to do this and it will cost—taking a figure from the air—\$50 million. One knows very well it is possible to have a large plan but decide to implement only 5 per cent of it.

The Chairman: Are you finished, sir?

Mr. Jamieson: If Mr. Mongrain will permit me, I did want to finish up on this.

Mr. Juneau, is there a minimum, though? From your studies, which have been quite exhaustive, have you found a point below which you cannot go in terms of implementing an educational television policy without destroying its efficacy? Is it a question of having to go in fairly deep at the beginning to make the whole program meaningful? Otherwise, if we are not going that far, can it not then be done in large measure by simply utilizing existing transmission facilities?

Mr. Juneau: I think it could be done by using existing facilities.

Mr. Jamieson: I should interject that I am not talking about whether the CBC or the ETV runs the set up, I am merely saying the evidence we have heard here seems to indicate that if you get into this field it will require a certain quantity of production before the programming of educational television will be effectively integrated into the curriculum. I think I used the analogy once that otherwise it is a dory tied on to a schooner type of thing. It is just simply an adjunct to conventional education.

Mr. Juneau: Yes. I fully agree with that. There has to be a certain threshold. The

threshold must be high enough, otherwise it would not be worth it.

Mr. Jamieson: In your task force studies did you have in mind the involvement of the federal agency in production to a very substantial degree, as I think has been almost unanimously recommended here by the educators who have appeared?

• 1035

Mr. Juneau: Not involvement in production but involvement in procurement of production.

Mr. Jamieson: This was the question of financing. In other words, as I said a moment ago, it was quite generally agreed by the educators that they would like to see the federal government provide not merely the hardware in terms of transmitting but they would like to see federal funds expended to provide production bricks and mortar and production financing for programming. Did your thinking along this line go that far?

Mr. Juneau: We felt there would be a need for interprovincial, pan-Canadian, co-operation in this field. In considering what form it should take you will inevitably have to take into account the opinions of the provincial governments of the larger provinces particularly, where the budgets are already enormous in the field of education. However, there will have to be some form of interprovincial co-operation and one would think that it would be sad if there were interprovincial co-operation and the federal government did not play a role. It would be sort of nonsensical.

Mr. Jamieson: A financial role?

Mr. Juneau: I think a financial role would be the responsibility of the Parliament of Canada and the Minister of Finance to decide upon. This is too complex a subject for me to have any opinions.

Mr. Jamieson: Thank you, Mr. Juneau.

[Translation]

The Chairman: Mr. Mongrain, you have the floor.

Mr. Mongrain: Mr. Chairman, my question may seem redundant but I believe the Committee knows that we are studying a rather crucial point of the draft bill. I would like to ask Mr. Juneau if I am correct in believing, after Mr. Jamieson has asked his questions to which Mr. Juneau has replied, that the Cana-

dian Educational Broadcasting Agency will keep on playing a sort of role as a censor or will have a veto concerning the content of certain educational broadcasts?

Mr. Juneau: No, Mr. Mongrain.

Mr. Mongrain: In my opinion, Mr. Juneau, and I would like to know if I understand correctly, the Canadian Educational Broadcasting Agency will enter into agreements with the provinces. Is this the end to which the draft bill is directed? The provinces will then tell your agency, "We are not able to produce our own broadcasts. We would appreciate it if you would produce them for us, or buy them or obtain them from wherever they are". This would then be an agreement and the provinces would yield, in fact, the responsibility which is theirs according to the Constitution, namely, that of supervising all that pertains to the field of education.

However, in certain provinces—I assume this for the benefit of discussion—such as Ontario or Quebec, they will want their own organization to prepare the content of the broadcasts. In these cases, will you be satisfied in merely supplying the facilities that is, the equipment, and you would then not have to supervise the contents of the broadcasts except perhaps from a technical point of view; for example, in deciding whether the broadcast will last 12½ minutes or 13 minutes, when it is a 15 minute broadcast, or whether it will last 14 minutes. These are technical questions which according to me are not relevant to the content of the broadcasts.

But it is understood that where the provinces want to keep the responsibility which is given to them by the Constitution you will not intervene.

Mr. Juneau: I would have to answer your question in a rather complex manner. In general I would say that we could not intervene. I would first of all like to make a distinction. When you say "you", are you speaking of the agency?

Mr. Mongrain: I am speaking of the Canadian Educational Broadcasting Agency because, if I understand correctly, this agency will deal with the questions relevant to the field of education.

Mr. Juneau: I am also a member of the Canadian Radio Television Commission. As you know, there is an important distinction between the agency, which would have direct responsibility, and the Canadian Radio

Television Commission which would have a responsibility only in matters of regulations and general policy.

• 1040

Mr. Mongrain: When I say "you", Mr. Juneau, you will understand that I am speaking of one of the three bodies.

Mr. Juneau: Yes, that is correct.

Mr. Mongrain: I am speaking of the relations between the federal and the provincial governments.

Mr. Juneau: That is right. As I was telling Mr. Jamieson previously, the content of the broadcasts is first of all defined in the draft bill; secondly, it would be the object of an agreement between the agency and competent provincial authorities and also the Commission. In the case of a discussion as to whether a broadcast comes or not under the agreement, the Commission would have to decide on the interpretation of the agreement. But what is essential is the agreement between the agency and the competent educational authorities.

Mr. Mongrain: I emphasize this point, Mr. Chairman, because in my opinion, it is very important that the draft bill which will be submitted to Parliament be very specific on this point, that it be clear. Otherwise we are going towards constitutional conflicts which will have no end and which could paralyze the action of educational television in many cases. That is why I insist on this point. This is also the opinion of my colleagues, those whom I have heard, anyway.

The draft bill must clearly specify that the content of the educational broadcasts will be the concern of the provinces alone, to the extent that the provinces will require this. Naturally certain provinces will not want this. But the draft bill as it is does not seem clear to me; what I have read of it anyway. I apologize for not having studied it in depth, but it seems to me not to be sufficiently clear.

Mr. Béchard: Mr. Chairman, I believe that it is well established in the draft bill that the content, the programs, et cetera, will remain exclusively with the provinces.

Mr. Juneau: That is my interpretation, Mr. Béchard. I think that those who will be asked to become members of the Canadian Radio Television Commission will greatly hesitate before accepting the responsibility if they think that they will have to decide on the

content of educational broadcasts through Canada. In my case I would have greatly hesitated in taking the responsibility which was conferred upon me yesterday if I had thought that I would have to decide on the content of the educational television broadcasts across Canada.

[Translation]

Mr. Mongrain: I am happy to hear you say that, Mr. Juneau, because your discussion with Mr. Jamieson on this subject worried me a little. I intentionally had you make your thought more precise, and I am happy to hear it.

Mr. Pelletier: I have a supplementary question, Mr. Chairman.

Mr. Bécharde: However, I believe that there is somewhat of a conflict here. The CRTC, the Canadian Radio Television Commission, will impose conditions on the licence which it will give to that body. If the agency, for example, is opposed to certain regulations or certain conditions of the licence, there may be a conflict. Who will judge? Will it be the CRTC? I mean if a condition mentioned in the licence issued to the agency is not carried out. I am not speaking of the content of the programs, but what happens if these programs come into conflict with one of the conditions of the licence?

Mr. Juneau: In my notes here it is understood that the conditions would be established by the Commission and would correspond to the licence. They would be for all practical purposes, the result of an agreement between the agency and the competent authorities.

Consequently, if a pseudo condition were not carried out, it would be, in fact, the agreement signed by the parties and approved by the Governor in Council—and perhaps even approved by the Governor in Council on a provincial basis also, because the provincial governments are also free to establish their policies in that field—which would not be carried out.

• 1045

Presumably these would be formal agreements of a precise nature because we are aware that the problem is quite complicated, we make no secret of it. Because the problem is complicated we can presume that the agreements would be precise and that the role of the CRTC would be much more easier when it must interpret an agreement. The CRTC would then play a role comparable to that of a tribunal; it would interpret the application of an agreement.

Mr. Bécharde: It would probably give rise to rather delicate friction.

Mr. Juneau: This can happen.

Mr. Bécharde: Thank you, sir.

Mr. Pelletier: My supplementary question was related to the same topic, Mr. Chairman. As Mr. Jamieson mentioned a while ago, we have heard the testimony of many witnesses from which we have tried to circumscribe, to define, the notion of education and to establish distinctions between educational school broadcasts and those broadcasts of a purely cultural nature, et cetera. We have come back to this topic so often that we have probably been successful in increasing the confusion.

But am I correct in believing that in the case of a dispute bearing directly upon this, the conditions for the utilization of a communication system established by the authority would stipulate a certain definition and a certain distinction between the two types of broadcast; that if a difficulty arose concerning the content of a broadcast produced by a provincial authority as to its conformity with the established definition, it would first of all be a dispute between the provincial authorities and the agency and that dispute could be sent before the commission, but you would have to refer it to the Minister as in all cases of the CBC where there would be difficulties concerning the submission of the CBC to the conditions attached to the licence. You would not have to decide this.

Mr. Juneau: We could decide the question in the sense that we could arrive at a firm opinion on the grounds of the attitude of one or the other of the parties to the agreement. But we would not have the means of coercion to back our decision.

Mr. Pelletier: Yes.

Mr. Juneau: Whereas in the case of a private broadcaster, we have the means of coercion such as a fine, the suspension of his licence, the revoking of his licence, et cetera.

We could decide the question but the actual putting into practice of the decision to which we would have come would be the responsibility of the Minister and, eventually, of Parliament.

Mr. Pelletier: Not having right of sanction which can in fact settle the dispute, does this not mean that the problem is automatically referred to the Minister, unless the parties decide to submit it to your wisdom.

Mr. Juneau: That is correct. However, there is an important difference here which must be noted. The authority of the Minister on the agency is much more considerable and in no way comparable to the authority of the Minister on the CBC.

• 1050

If the difficulty is on the part of the agency it is theoretical, but if the difficulty is on the part of the provincial government it is obviously serious.

[English]

Mr. Richard: Mr. Juneau, I know that you did a great deal of work and research in connection with educational television before you became Chairman of this Board for which I congratulate you. I think the figures given by Dr. Davidson the other day were a little different from what has been represented. He was not worried so much, although he was worried about finances as usual. But I think his opinion was that the word "experimenting" was good. He felt that we had not reached the point where we knew what kind of hardware we wanted and that it would be dangerous to spend a lot of money in acquiring broadcasting stations in the sense that we know of now, and for you now to give licences for broadcasting operations that are very costly and which could be obsolete in a few years because of the technological developments.

I do not think there is any difficulty about rights of provinces or programming production; that is not the problem. It is what facilities should be used, and I do not think the provinces or the authorities know what kind of facilities they should use to broadcast these programs. Do you agree with me, to a certain extent at least, in this?

Mr. Juneau: I agree with you, if that was the opinion of Dr. Davidson. I agree with Dr. Davidson.

Mr. Cowan: Not necessarily you.

Mr. Richard: Well, I am probably a little more clear.

Mr. Juneau: The matter of determining what kind of transmission technology you are going to use to help education is very complex. Certainly if an agency should be created its immediate task would be to hire the best engineers, the best consultants, to determine the type of technology and facilities it would set up.

These facilities, I think, would vary enormously depending on different situations. I

think one should be very, very careful indeed with the money spent. For the first few years, while meeting as far as possible the requirements of the provinces, there would be a great deal of system design required because educational broadcasting—if I may refer, Mr. Chairman, to my first appearance before the Committee—is only one part, and not necessarily the most important, of the whole field of educational technology, and the people who would be responsible for the development of these facilities would have to plan educational broadcasting in the whole framework of educational technology.

It is a very complex systems problem which would have to be taken into account whether the responsibility is inside the overall framework of the CBC or whether it is given to a new group of people with a different set-up. I have already expressed a personal opinion in the form of the solution which I think would be the most practical one.

But I do not think it is a question of money. I think that in any case one should be very careful with the money spent because I agree that spending a great deal of money in a rush would be wrong because, again, there is this very important problem of designing systems.

Mr. Richard: I am talking more particularly of spending much money on conventional broadcasting stations that may be obsolete in a very few years.

• 1055

Mr. Juneau: I think there is a point about the obsolescence of broadcasting, but one should be careful not to come too easily to sweeping conclusions on this subject. It is very complex, I think.

Mr. Richard: It is no more sweeping than those who are willing to install them in regions everywhere and claim they can make use of them 24 hours a day.

The Chairman: I think Mr. Prittie has a question.

Mr. Prittie: Mr. Chairman, I join with the others who congratulated Mr. Juneau on his appointment as Chairman of the Board of Broadcast Governors. I was not here the day Mr. Juneau appeared before, and I should like to thank him for this paper entitled *Background of Educational Broadcasting* which I found very useful.

In anticipation of Mr. Juneau's coming today, Mr. Chairman, I got out the last copy

of the annual report of the BBG and looked at the section on educational television. I did not realize we were going to be dealing with a different subject, namely the paper that he presented today on the relationship of the new regulatory authority to the educational broadcasting system.

I feel, Mr. Chairman, that in all our discussions we are suffering from a lack of definitions and that we will have to come to define our terms before very long, otherwise the questioning of witnesses is rather meaningless. Now, one of the first definitions we will have to make is that of educational broadcasting itself. Are we going to have what I think is the rather narrow interpretation in the draft proposal from the Department, or will it be a wider one?

So much hinges upon this, and this is shown in the questioning of Mr. Juneau this morning. The question of the authority of the provincial government is very real when you are speaking of school broadcasting. I do not know how much application it has when you get into continuing education. We have heard the submission of the Canadian Association for Adult Education, and we heard one of their witnesses say there are more people involved in adult education in Canada than there are in the elementary and secondary schools of the country. I think this is a very important point. We will have to define what we mean because the powers of the provinces and the role that the CRTC is going to play will be different depending upon that definition.

I rather feel that much of the questioning of Mr. Juneau this morning really is beyond his legal competence to answer. I am not talking about his knowledge of the subject itself. These are policy matters with which he will be involved in carrying out, but I think this committee and Parliament will have to settle policy matters first.

I found his paper submitted this morning on the relationship of the regulatory authority to the agency interesting and I should like to study it a bit. But I must say really, Mr. Chairman, that if we have Mr. Juneau before us as a technical adviser and perhaps ask him questions on the paper he submitted to us, *Background of Educational Broadcasting*, that is one thing, but if we are questioning him as Chairman of the BBG I think most of the questions are ones that should not be put to him, at least at this time. I would rather

his new body be appointed and have time to meet; then talk to him again.

The Chairman: Mr. Mongrain?

[Translation]

Mr. Mongrain: I had a question to ask Mr. Juneau, but before asking him I would like to explain to my colleague the reason we ask these questions. It seems to surprise him. I know that Mr. Juneau will not be responsible for the policies which will be adopted by Parliament. I understand that he is probably the one who has had the most opportunities of knowing the intentions of the legislator and then seeing how these intentions are translated into the text of a law. In any case, he is more competent in this field than I am and that is why I ask my questions. I do not know of any other of whom I could ask them. I believe the questions of my colleagues are based on the same idea. But this is not the question which I wanted to ask. I would now like to ask a short question. Mr. Juneau, could you tell me—and I apologize if the answer has already been given—concerning the Canadian Educational Broadcasting Agency, how many members it will have? Do you know? How many full-time members and how many part-time members? Do you have these statistics?

• 1100

Mr. Juneau: Yes, Mr. Mongrain. There are to be 9 members: One chairman and 8 directors. Only the chairman is a permanent member. Section 3 of the draft bill specifies this.

Mr. Mongrain: Three of these are full-time members?

Mr. Juneau: No, only one.

Mr. Mongrain: Only one. The chairman is a full-time member and the others are advisers. Thank you.

[English]

Mr. Jamieson: I agree with Mr. Prittie to a degree but the reason for the questioning, I think, is because of Mr. Juneau's background in drafting. I know some of the documents and related material and one of the difficulties we are having is because of the words "agreements with the authorities" and the word "agreements" is underlined. Could we perhaps be putting too much emphasis on that word? Again, drawing on my own background of these matters, as I understood this originally this was an agreement to broadcast.

I initially saw the federal agency in this field as being an operational agency which had the licence for a transmitter and that merely agreed with designated authorities within the province to broadcast certain material. I did not see that this agreement would be a negotiated one on the basis of content or anything of this nature. As I understood the setup, the Commission, which is your new Commission, would assign the channels to the agency. Then there would be set up within the province a provincial organization which would be wholly responsible for the programming content. But I did not visualize the agency being involved in a sense determining what that content was going to be, that the province was the educational group and that it came to this federal agency and said, "We want time on the air," and that there was not going to be too much in so far as the agency itself was concerned in having any say as to the actual material except in relation to a definition which would be in the act. So the agreement, in other words, is not really an agreement that would go so far as to say that it will be six hours of this and four hours of that and something else; it is merely an agreement to broadcast. I may be oversimplifying but I felt we were going too far the other way and getting it too complicated.

Mr. Juneau: Yes. Again I thank Mr. Prittie. I agree with what he said. It is not my responsibility to interpret policy. If I may comment on your question within the limits of my competence, I would think that. . .

Mr. Cowan: Do not say "competence", say "legality".

Mr. Juneau: I think you are right, but certainly the agency would have to make sure that the agreement is in conformity with the law, and then it depends what the act is.

Mr. Jamieson: Well does that not depend though on whether the agency, if I can use simple terms, is seen as an engineer or a technician, or is seen as a production or programming agency. My understanding of it, I repeat, is that it is more a technical agency and that it simply operates these transmitters for the federal government.

Mr. Prittie: Which agency?

Mr. Jamieson: The educational television agency or whatever you call it. That is how it started out. Now what it has become since, I do not know.

Mr. Prittie: That is what we have to determine.

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The Chairman: I think it may be a little unfair to ask Mr. Juneau what it should be.

Mr. Jamieson: I am merely asking for clarification, I am not asking for policy.

• 1105

The Chairman: As Mr. Prittie says, that is what we have to determine. I think Mr. Juneau has suggested that it might be quite a flexible organism that deals in a different way with one province than with another depending on the preferences of the province, so in one case it might enter into an agreement that would provide for the provincial authority to use only part of the broadcast time available, for instance, and this agency might in fact contract for other programming to fill the time. This is just an example of the different kinds of arrangements that might be entered into. I suppose whether or not it should be permitted to do that would be a matter of policy which is up to us and Parliament.

Mr. Jamieson: I have just one final question. We have a problem when dealing with provincial governments in this matter. Do you feel, and this I suggest is within your legal competence, that an organization like MEETA, in Edmonton, Alberta, is a legitimate or acceptable applicant for licence even without the legislation we are talking about now? In other words, it is not a government body per se, it is a largely privately-sponsored organization, and I just used them as an example. Do you think that the new Commission could license a non-profit educational group now in any part of Canada without having legislation?

Mr. Juneau: I am afraid that is one field in which I have no legal competence at all, I have no legal grounds to guide my opinion because, as you know, in the new act the CRTC is to receive instructions from the Governor in Council as to which groups or parties would be entitled to receive licences from the CRTC. So until we do receive instructions from the Governor in Council on this subject we only have the past policy.

Mr. Jamieson: Well I will ask a historical question because these are the facts. Did not the Alberta group actually apply to the old BBG?

Mr. Juneau: It applied to the Department of Transport.

Mr. Jamieson: What was the action taken by DOT on that application? Did they refer it to you for a hearing?

Mr. Juneau: No, they did not. They considered that under the present policy it could not be transferred to BBG for official consideration.

Mr. Jamieson: Fine.

Mr. Cowan: Mr. Chairman, the last time Mr. Jamieson used a couple of hundred words he summed up the situation 100 per cent as I know it, and I have been on the Committee with him all along. He says he might have oversimplified it. He did not oversimplify it, he gave a straight-from-the-shoulder statement of fact. I do not want to take the time here but I have read Mr. Juneau's paper and, just looking at the first page alone, he says:

Let us turn first, for guidance to the Act. It provides under Section 2 (1) that: "facilities should be provided within the Canadian Broadcasting System for educational broadcasting;"

Sure, that was in the recommendations we made and we meant it the way Mr. Jamieson is talking about it. Then Mr. Juneau goes on and says:

This section, it seems, merely establishes the legal authority for the existence within the Canadian Broadcasting System of facilities dedicated specifically to education.

I like the words "it seems". I never heard any such suggestion made during the months that we were wrangling over the broadcasting bill or the broadcasting act and now we get this specifically.

Mr. Juneau, do you think that it is right for the Canadian Pacific Railway to use only a single line of track from Toronto to Peterborough to Montreal, and to pull express, freight, and passengers on one single line of track? Should they not have three lines: one for express, one for passengers and one for freight? Why can they not use educational broadcasting on the facilities already in existence instead of spending, as you mentioned, \$50 million? Of course, this government wants \$50 million but it means quite a bit to me as a taxpayer.

The Chairman: Mr. Juneau only mentioned \$50 million as an example. I do not think you should attach that figure to him.

Mr. Cowan: Example or sample?

The Chairman: He was not saying that anything in particular was going to cost that, he simply used it as an example.

Mr. Cowan: Why does it have to be specifically? I have sat here and listened to people saying that broadcast facilities could be used in the middle of the night and that stations could broadcast to schoolhouses that would be recording on film. If you have to put the program on the air between midnight and six o'clock and make the film at the schools, then you would almost think they could not make the film back in the main centre and ship it out by mail to the schools. The facilities are there; you do not need to have a special station to broadcast.

• 1110

Mr. Juneau: Mr. Chairman, if I may explain that paragraph, I in no way want to suggest that there must be facilities. I am just pointing out that the new Act establishes the possibility for such facilities. There still has pointing out that the new Act establishes the facilities.

Mr. Mongrain: It does not imply there will not be any educational programs on the regular channels.

Mr. Prittie: Mr. Chairman, in reply to the last point made by Mr. Mongrain who just joined the Committee, when I asked Dr. Davidson the other day about how much extra time they could allocate to educational broadcasting—and we went through the CBC time schedule—he said they could allocate very little extra time to educational broadcasting. I think this is the view...

Mr. Jamieson: Within the broadcast day.

Mr. Prittie: That is right, within the broadcast day.

Mr. Jamieson: But he did talk about the down time, the hours...

Mr. Cowan: That is what I am talking about.

Mr. Jamieson: ...when they could broadcast programs and record them at the schools.

Mr. Prittie: Yes, he referred to the graveyard shift is the schools had videotape recorders to receive the programs. This would not handle the kind of thing that the Canadian Association for Adult Education spoke about, though.

Mr. Jamieson: No.

Mr. Cantelon: I gather that the Alberta association did not feel this would be satisfactory either because, as I remember their brief, they were very anxious to have a special station set up so they could immediately go into educational broadcasting. They seemed to think that the present stations were too full of other programs and would not be able to carry the programs they wanted. Evidently there must be a need here for another track.

Mr. Jamieson: Or freight cars.

[Translation]

The Chairman: Mr. Berger, you have the floor.

Mr. Berger: I would simply like to put a short question to Mr. Juneau. The CRTC, of which you are president, and I congratulate you on this, will simply have to decide on whether it will or will not grant a licence to a station which will make educational broadcasts. If the case arises where, for example, there is doubt as to whether the station to which you have granted a licence does in fact broadcast programs of an educational nature as we understand it, who will judge, later on, to see whether it really does in fact produce educational broadcasts? Each province will have its own content according to its own system of education. We know that Quebec, for example, has a totally different system than that of the English-speaking provinces. If, for example, in a number of years—I am perhaps expressing a certain fear—separatism took on a certain impetus and if it achieved a certain accessibility in this field, perhaps I would be opposed to this up to a certain point and I would surely not be the only one to be opposed to the separatists producing educational broadcasts according to their ideology. Afterwards who will decide whether the station which has been granted a licence is in fact fulfilling its duties? That is where it will be difficult to establish the distinction between federal and provincial jurisdiction. The technical machinery will be provided in as much as it will serve the carrying out of these ends. Have you at your service legal advisers, competent in constitutional law, who will help you solve these problems which are likely to appear? If I rely on what the prime minister of Quebec said last night on television, he seemed to doubt our jurisdiction concerning federal re-training courses, saying it was relevant to adult educational television which is not necessarily, according to him, under our jurisdiction and this does

not please him at all. You can already see a certain friction. Who will decide? This is another point which we must consider. Has anything been decided or has the problem been considered?

Mr. Juneau: Mr. Berger, I believe that I could perhaps give some explanations, thought they will be limited by my competence. I can but insist on the legal aspect of the problem. I can but insist on the need which is clearly stated in the text for agreements which must be approved by competent authorities, that is, in the case of the federal government, by the Governor in Council and in the case of the provincial government, by the authority chosen by the province itself. These agreements must conform to the law and the law can be more or less precise. It is the responsibility of this Committee and of Parliament to make the law. But in the draft bill, in the indications given in the draft bill, agreements are foreseen. The content and precision of the agreements is in the hands of the legislator. And it is very clear that if there are no precisions in the law, if there are no requirements for the agency to establish such agreements and if the whole responsibility is given to the Commission, the whole system would not be viable. In fact, this is a field in which the relations between both levels of government are, as we know, very complicated. And we cannot transfer the problem to a regulating agency such as the CRTC.

• 1115

Mr. Berger: I will then ask the chairman of the Committee—his opinion will no doubt be that of most members of the Committee—if we can question experts in constitutional law in order to know if we have the right to give loaded weapons to a body which at a given time can turn against us. This is what worries me. I would not like to see a collective suicide. This is very simply the reason I believe that the Committee will be interested in pursuing the matter further, because it would be a real shame if, in an effort to do a good deed, we find out later that we have worked contrary to the interests of the country. This is an aspect which we must not neglect. Are we to give a vehicle capable of reaching speeds of 150 m.p.h. to a six-year old child? It would be dangerous. This example is perhaps exaggerated but I give it only to illustrate my great worry. So, if we can have . . .

[English]

The Chairman: Who is the small child?

Mr. Mongrain: Mr. Chairman, I have one last question to ask. It is a serious question. To illustrate my point, let us take a hypothetical situation: imagine that the member for York-Humber, Mr. Ralph Cowan, leaves the House to become a professor of French. Could the Canadian Educational Broadcasting Agency remove him from that sector? I said that this was a serious question.

[English]

The Chairman: Mr. Jamieson?

Mr. Jamieson: I was just wondering if you had any legal opinion on whether the 2500 megacycle band constitutes broadcasting within the terms of the Broadcasting Act. In other words, if somebody were to use that form of transmission could it be resolved exclusively by DOT on a purely technical basis because it is a form of point to point or would it have to be referred to...

Mr. Juneau: The 1958 Broadcasting Act interprets it as point to point. It does not come under the Act but only under the Department of Transport. I think this would also be the case under the new Broadcasting Act.

Mr. Jamieson: This would mean that if a province, a city or some educational authority wished to enter the field of educational television through the 2500 megacycle band they could do so provided they could get the technical licence from DOT, and it would be outside the scope of all the things we have been talking about.

Mr. Juneau: That is right. Except, coming back to a point made by Mr. Richard, the broadcasting facilities would have to be planned in such a way that they would inevitably take into account those other possibilities. In some cases things that were first thought to require broadcasting might be achieved by 2500 megacycles. So in your systems design you would have to take into account the possibility of 2500 megacycle transmission as well as wire transmission.

Mr. Jamieson: But in your view these would not come under either the federal television agency or the new Commission?

Mr. Juneau: From the legal opinion we have obtained it would not come under either the old Act or the new Act.

• 1120

Mr. Jamieson: In view of all this talk about your inability to comment on policy mat-

ters—and I even hesitate to ask this—in your opinion can you run a system if so many elements in it do not in fact come under a single authority? In other words, if somebody comes up and says he wants a conventional transmitter but this is part of a package which will involve 2500 megacycles—it will involve wire and the like—does the federal agency not have to look at all of those parts in order to decide whether the proposition is valid or not?

Mr. Juneau: It would at least have to be able to understand, and this implies technical competence.

The Chairman: Mr. Juneau, I am not sure how far you can go in commenting on this without getting into policy, but I wonder what practical considerations you have thought of in this debate on whether educational broadcasting should be on UHF or VHF channels. I think at some point you or the Board of Broadcast Governors expressed some opinion on this subject. Are you in a position to express any opinion on this subject. Are you in a position to express any opinion or to outline some of the considerations on each side of the question?

Mr. Juneau: I would prefer not to comment on this, Mr. Chairman, except to acknowledge the opinion expressed by the BBG about a year and a half ago after its hearings on the opening of the UHF band. We expressed an opinion strictly from the BBG point of view and, as I pointed out to Mr. Jamieson a few minutes ago, under the new Act this sort of thing is not for the regulatory agency to determine. It really was not under the old Act, either. However, we said from our point of view, which was not the complete view, that since there were frequencies available in certain very limited parts of the country—two areas particularly—we thought UHF frequencies could be attributed in those parts of the country to educational broadcasting.

An hon. Member: VHF?

Mr. Juneau: UHF frequencies. That was our report which I think was published on November 25, 1966. As you know, this opinion was not sustained by the government, but we expressed that opinion within the framework of our responsibility, which was limited.

The Chairman: You mentioned that there were only two areas in the country where UHF channels...

Mr. Juneau: I am sorry, I should have said VHF, Mr. Chairman.

Mr. Schreyer: On that very point, Mr. Juneau says there are only two parts of the country where VHF channels are still available for ETV purposes. How large are these parts? How many cities are involved?

Mr. Juneau: I would prefer not to get involved in this matter because it is really not our responsibility. It is public knowledge, though, that VHF frequencies have become very, very scarce.

Mr. Schreyer: In some parts of the country.

Mr. Juneau: In most parts of the country, but in Edmonton and Winnipeg there are more VHF frequencies available than in other populated parts of the country. Of course, if you go further north there are VHF frequencies available, but in the populated parts of the country there are very few VHF frequencies left. There are some occasionally but one could—as indeed has been done—maintain that any VHF frequency that is left should be retained for educational television. This is a position that has been taken by some of the parties who have appeared before the Committee. But let us say that in most cases there would be considerable debate as to whether or not they should be allotted to educational television.

• 1125

Mr. Schreyer: Mr. Chairman, may I just pursue this a bit? I understand the question as to whether or not it would be desirable to reserve VHF channels for ETV purposes is a policy matter and I do not wish to question you on that. I am not asking you for an expression of opinion on a matter of policy when I ask in what regions of the country are VHF channels still available. Has the Committee gone into this in some depth?

The Chairman: Yes. You will find an assessment of that situation in the Committee's Minutes. Mr. Juneau referred to a report of the BBG on the UHF band which deals with this question in some detail and that report could be obtained.

Mr. Schreyer: By the way, whose testimony was that?

The Chairman: It was requested during these hearings and I believe it was appended to one of the day's proceedings. If not, it was distributed. It may not have been appended

to the Minutes, but a copy was distributed to the members of the Committee.

Mr. Schreyer: That is fine. Thank you, Mr. Chairman.

The Chairman: The information from the BBG is on record in any event.

Mr. Juneau: Yes, it is available to the public through the Department of Transport or the BBG.

Mr. Jamieson: Mr. Chairman, is Mr. Juneau in a position to tell us the status of the re-allocation study that was called for several months ago with the idea that we would take a look at everything in the spectrum and see whether a better allocation or assignment of these resources could be made? Is that under way?

Mr. Juneau: I think it is under way, but I do not think it has been completed, Mr. Chairman.

The Chairman: Are there any further questions of Mr. Juneau? If not, may we thank you, sir, for coming back to us as Chairman of the BBG. We expect to have you back very soon as Chairman of something else, the CRTC. With our encouragement Parliament has given the CRTC a great deal of responsibility and if, in the government's wisdom, they appoint other members as competent as yourself, I am sure those responsibilities will be very seriously approached and carried out very well. Let us again congratulate you on your new position and thank you for this further contribution to our study.

Some hon. Members: Hear, hear.

Mr. Jamieson: Is this the end of our hearings, Mr. Chairman?

The Chairman: The Minister has asked if she could be excused until a later date, so it will not be necessary for us to meet this afternoon. I believe we have now exhausted our list of witnesses, apart from the Minister, unless at a future date the Committee should decide that it wanted to hear further from the CRTC. I think perhaps that would be unnecessary unless the CRTC, having been constituted by that time, indicated the desire to add something to what has already been said. I believe our schedule now would be to receive the Minister at the first opportunity, to wind up our hearings with questioning of her, and then hopefully we would prepare a report.

• 1130

Mr. Sherman: Mr. Chairman has there been any indication of when that appearance date might be, because I think you will agree it is critical in terms of the responsibility that we now face.

The Chairman: I think this Committee would be anxious to hear her as soon as possible. However, in order to get the full benefit from her hearing I think she should have the opportunity to study and to have the advice of her officials on all the evidence that has been presented here so that if she is put on the spot in respect of various questions and issues she will have had an opportunity to consider them.

Mr. Sherman: I quite agree, but I just meant by implication that on the basis of what we have heard in the last month and a half, since the Minister last, and in fact first appeared before us, there is a great deal of cross-examination that I am sure the Minister herself would like to participate in with us and that we certainly would like to participate in with her before we proceed any further.

The Chairman: I suppose a great deal depends on when the session adjourns...

Mr. Cowan: Ask Mr. Prittie.

The Chairman: Mr. Prittie might advise us on that.

Mr. Prittie: We should plan to meet the Minister this week.

The Chairman: The expectation would be that we would examine the Minister after the session resumes.

Mr. Sherman: After the recess.

The Chairman: I would hope that in the meantime all of us would have had an opportunity to read and consider the evidence so

that after having heard the Minister the preparation of our report would not be unduly delayed.

Mr. Prittie: Will it still be the same Minister?

The Chairman: You note that I refer faithfully to the Minister in the "institutional" term.

Mr. Sherman: After we hear the Minister again we may want to revert to some of these witnesses.

The Chairman: I think there are many people who would like us to proceed in that fashion.

Mr. MacDonald (Prince): Mr. Chairman, inasmuch as there may be some slight danger of this session being prorogued before we meet again, has the Steering Committee given any thought to the introduction of a simple report stating that we have carried on a series of discussions in which we have heard witnesses, and requesting leave of the House to continue, if that is possible. I am not sure it is the rule.

The Chairman: I think there is no advantage in doing that before a prorogation. The time when such a motion would be desirable would be in a new session, if we had not completed our deliberations.

Mr. MacDonald (Prince): You cannot do that though. Would we not have to be reconstituted.

The Chairman: Yes, we would have to ask for permission to consider all the evidence received during this session as having been received during the new session, but I do not anticipate that problem. I think we can clear this up very quickly after we resume what I presume will be the continuation of the present session for a short period at least.

The meeting is adjourned.

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The Clerk of the House

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